JERSEY CITY PUBLIC LIBRARY

NOT TO BE TAKEN
FROM LIBRARY


Digitized by the Internet Archive
in 2023 with funding from
Jersey City Free Public Library

https://archive.org/details/jerseycitynewjer01chur

J E R S E Y C I T Y , N E W J E R S E Y

MASTER PLAN REPORT - JANUARY 1949

PREPARED FOR THE PLANNING BOARD
CITY OF JERSEY CITY, NEW JERSEY
BY: CHURCHILL-FULMER ASSOCIATES
PLANNING CONSULTANTS, NEW YORK

THE PLANNING BOARD

OF THE CITY OF JERSEY CITY, N.J.

HON. FRANK HAGUE EGGERS, Mayor

MARK A. SULLIVAN, Chairman

J. ALBERT DEAR, JR., Secretary

ROBERT CAREY - WILLIAM J. FIELD - FRANK C. FERGUSON

LOUIS GOLDBERG - RAYMOND M. GREER - ARTHUR POTTERTON

CHURCHILL-FULMER ASSOCIATES
CITY PLANNING CONSULTANTS
19 WEST 44 ST.,NEW YORK, NY

HOMER HOYT - Economic Consultant
HENRY FAGIN - Resident Planner

CONSULTANTS' STAFF

Peter van Dresser - Planning Analyst
Charles Austin - Principal Planner
Arlene Engel - Research Economist
Harvey D. Cahn - Planner-Delineator
Louis Strassler - Planning Assistant
Florence Zwerling - Staff Secretary

TABLE OF CONTENTS

VOLUME ONE

LIST OF PLATES

LIST OF TABLES

INTRODUCTION

CHAPTERS

I MASTER PLAN

II ECONOMIC BACKGROUND

III WATERFRONT, MANUFACTURING AND HEAVY COMMERCE

IV CENTRAL BUSINESS DISTRICTS

V RESIDENTIAL PLANNING DISTRICTS

APPENDIX I

VOLUME TWO

VI PARKS, RECREATION AREAS AND SCHOOLS

VII CIVIC AND CULTURAL CENTER

VIII SELECTED HIGHWAY PROBLEMS

IX HOUSING

X TRANSPORTATION

XI IMPROVEMENT PROGRAM

XII ADMINISTRATION OF THE PLANNING PROCESS

LIST OF PLATES

	Chapter and Page
MASTER PLAN	
Land Use	Ia-1
Residential Planning Districts, Recreation Areas and Schools	Ib-1
Through Highways -- Jersey City and Environs	Ic-1
Major Streets	Ic-3
PROPOSED INDUSTRIAL AREAS	III-7
STORE LOCATIONS	IV-1
JOURNAL SQUARE DISTRICT	
Perspective -- View Looking North	IV-1
Relation to Surrounding Areas	IV-11
Suggested Future Pattern I	IV-25
Suggested Future Pattern II	IV-28
Alternate Scheme for Residential Development	IV-29
HAMILTON PARK AREA	
Existing Land Use	V-47
Suggested Redevelopment Stages	V-47
Perspective -- A Residential Neighborhood	V-48
RESIDENTIAL PLANNING DISTRICTS, RECREATION AREAS AND SCHOOLS	VI-1
CIVIC AND CULTURAL CENTER	
Perspectives -- Views East and North	VII-3
Site Location in Relation to Jersey City	VII-3
Site Location in Relation to the Port	VII-5
TONNELE AND WALLIS CIRCLES	
Road Network and Suggested Reconstruction	VIII-1
Traffic Flow Diagram	VIII-1
HENDERSON STREET -- 9TH TO 12TH STREETS	
Proposed Alteration and Traffic Revision	VIII-11
Views of Henderson Street	VIII-11
REDEVELOPMENT AREAS	IX-12
PROPOSED SYSTEM OF BUS ROUTES -- GREENVILLE SECTION	X-7
RAILROAD CONSOLIDATION -- SUGGESTED PASSENGER TERMINAL FACILITIES	X-9

L I S T O F T A B L E S

		Chapter and Page
	CHAPTER Ia	
I :	Areas Allocated to Various Uses in the Master Plan Compared with Existing Land Use and Present Zoning.....	Ia-1
	CHAPTER Ib	
I :	Residential Planning District Statistics.....	Ib-3
II :	Residential Planning District Statistics -- Elementary School Facilities.....	Ib-3
	CHAPTER II	
I :	Income Levels of the Metropolitan Region Residents Who Work in Manhattan.....	II-6
IIa :	Firms and Employment in Basic Manufacturing, Distributing and Services, Jersey City, 1947...	II-7
IIb :	Firms and Employment in Basic Manufacturing, Distributing and Service, Jersey City, 1947 -- Detail.....	II-7
III :	Size of Firms in Basic Manufacturing, Distribution and Services, Jersey City, 1947.....	II-7
IV :	Production Worker Employment in Manufacturing Industries.....	II-12
V :	Analysis of the Sample of Jersey City Industry..	II-13
VI :	Real Estate Assessment in Relation to Sales Price.....	II-14
VII :	Per Capita Retail Sales in Jersey City, Nearby Cities in New Jersey and Manhattan, 1939.....	II-21
VIII :	Per Capita Retail Sales in Central Business District Types of Stores.....	II-21
IX :	Appropriations for Salaries and Wages 1947.....	II-23
X :	Entrance and Maximum Salaries of Patrolmen and Firemen, 1947.....	II-23
XI :	Municipal Personnel for Public Safety Per 1,000 Population and Per 1,000 Acres for Selected Cities.....	II-24
XII :	Hypothetical Adjustment of 1946 Jersey City Tax Rate Assuming Per Capita Municipal Operating Costs at Average for Group III Cities.....	II-24
XIII :	Estimates of What the Tax Rate Would Have Been in Jersey City in 1946 Under Various Hypothetical Conditions.....	II-25
XIV :	Differential Versus Ad Valorem Taxes.....	II-26
XV :	Occupational Characteristics of Workers Living in Jersey City in 1940.....	II-29
XVI :	Median and Average Incomes of Earners Working in Manhattan but Living in Various Areas.....	II-29
XVII :	Percentage of All Dwelling Units Reporting Contract or Estimated Monthly Rent in Each Rental Group in Jersey City, Nearby New Jersey Cities and Manhattan, 1940.....	II-30

L I S T O F T A B L E S (cont.)

		Chapter and Page
	CHAPTER II (cont.)	
XVIII	Percent of Increase in Population of Jersey City, Hoboken, etc. 1790 - 1940	II-30
XIX	Distribution of Dwelling Units by Contract and Estimated Monthly Rent in Jersey City, Nearby New Jersey Cities and Manhattan, 1940	II-30
XX	Population of Jersey City, Hoboken, etc. 1790 - 1940	II-30
	CHAPTER III	
I	Navigable Waterfront of Jersey City -- Length of Each Major Section in Feet	III-4
II	Areas Proposed for Manufacturing and Heavy Commerce: Present Use, Condition and Approximate Extent in Acres	III-9
III	Locations, Descriptions and Extent in Acres of Acreage Areas for Immediate Use on Map of Proposed Industrial Areas	III-9
	CHAPTER VI	
I	Proposed New Park and Recreation Areas for Jersey City	VI-14
	CHAPTER VIII	
I	Principal Estimated Effects of Trans-Meadow Highway on Traffic Now Using the Tonnele-Wallis Circle Interchange	VIII-3
II	Principal Estimated Effects of Proposed Northern Extension of State Highway #1 on Traffic Now Using the Tonnele-Wallis Circle Interchange	VIII-3
III	Principal Estimated Effects of Proposed Southern and Eastern Portions of County Circumferential Highway and High Level Bridge Over Newark Bay on Traffic Now Using the Tonnele-Wallis Circle Interchange	VIII-4
IV	Estimated Volumes of Traffic at Two Critical Points on Tonnele Circle with Various Diverting Highways in Operation, Compared with Actual Maximum and Minimum Volumes	VIII-4
	CHAPTER IX	
I	Average Travelling Time During Rush Hour and Monthly Commutation Cost from Selected Communities to Broad and Wall Streets and to Midtown Manhattan	IX-4
II	Number of Dwelling Units Completed in Jersey City -- April 1940 - August 1947	IX-5
III	Monthly Rent of Tenant-Occupied Units	IX-5

L I S T O F T A B L E S (cont.)

		Chapter and Page
	CHAPTER IX (cont.)	
IV :	Comparison of Housing Conditions in Jersey City With the Metropolitan District as a Whole.....	IX-5
V :	1948 Taxes on an $8,000 Improvement in Cities Competing with Jersey City.....	IX-5
VI :	Areas with Lowest Population Density.....	IX-14
VII :	Areas with Medium Low Population Density.....	IX-15
VIII :	Areas with Medium Low Population Density.....	IX-15
IX :	Areas with Medium Low Population Density.....	IX-15
X :	Areas with Predominantly Substandard Housing....	IX-18
XI :	Moderately Substandard and Miscellaneous Areas..	IX-19
	CHAPTER XI	
I :	Principal Capital Outlays Proposed in Master Plan Which Would Involve the Bonded Indebtedness of the City.....	XI-2
II :	Statement of Debt, April 1, 1947.....	XI-4
III :	Range in Overall Net Debts.....	XI-4
IV :	Trend of Direct and Overall Net Debt, 1930-46...	XI-4
V :	Schedule of Bond Maturities.....	XI-6
VI :	Future Trend of Tax-Supported Debt Service.....	XI-7
VII :	Approximate Service Requirements on $18,000,000 Bonds issued in Six Years 1948-53.....	XI-8
VIII :	General Fund Year-End Current Position, Dec. 31, 1946.....	XI-10

COMMISSIONER
JAMES F. MURRAY
MEMORIAL COLLECTION

I N T R O D U C T I O N

This is the third master plan for the city of Jersey City. The earliest, made in 1912, was a "Suggested Plan of Procedure," and it embodied several hundred specific recommendations for the physical improvement of the city. Plan number two, completed during 1920, was a comprehensive plan for the development of the entire city, well organized and executed by a group of capable and public spirited local engineers. In terms of technical competence, this present report cannot pretend greatly to excel its two predecessors. Indeed, it can almost be said of all our present recommendations that those not already anticipated in 1912 are very likely to be found in the 1920 volume.

1912 "REPORT OF SUGGESTED PLAN OF PROCEDURE"

E.V. Goodrich and George B. Ford, an engineer and an architect, were retained in 1912 by a Jersey City Plan Commission then in existence to "study the problems of city planning with reference to Jersey City and to report to the Commission on the best methods of procedure with regard to the development of the city along practical city planning lines." The two men, prodigious hikers, personally walked through the existing 64 miles of city streets, trailed by a stenographer to whom they dictated their observations as fast as they made them. They reported "only the first instance of each condition" and compiled a thick book of notes. Later, in the leisure of their office, Goodrich and Ford organized their comments into a series of recommendations covering every phase of municipal responsibility.

Perhaps the best way to gain an appreciation of their farsightedness is to read through a number of their specific suggestions, which have a weird timeliness after thirty-five years. We will meet these ideas again during the course of plan number three, the present Master Plan Report.

Study possibility of using land at bluff east of Waldo Avenue for public buildings or playgrounds.

PS #7 (Congress and Central) no play space. PS #24 (Virginia) no play space.

Study territory between Boulevard, St. Pauls, Summit and Newark Avenue for a housing area.

Consider possibility of developing land between Cornelison

Avenue and Marseles Street and between Montgomery Street and Grand Street, where streets are still ungraded and uncurbed, as a residential tract for houses of cheap rent.

Fine large trees on Communipaw Avenue are going to ruin because not properly cared for.

For a full appreciation of the following proposed street improvements the reader is invited to refer to our map "MASTER PLAN -- Major Streets," with a sigh for pre-World War I construction prices and land values.

Widen Bates to connect Pacific and Brunswick Streets.

Extend Park Street through to Summit and extend Ocean Avenue northward between Bramhall and Clinton.

Improve connection of Old Bergen Road to Avenue C in Bayonne.

Connect Jackson and Monticello between Communipaw and Harrison.

Also wisely recommended were:

Traffic counts and a survey of all main streets at critical points; railroad unification and a belt-line to free the waterfront in part for municipal dock development; the special development of the land south of Paulus Hook on the Basins; and the segregation of residence from industry, preventing the intrusion of non-residential uses into the good residential section of the Horseshoe west of Grove Street.

Make the entire bluff from Fairmont to the west Hoboken line, at present unoccupied, into a "Morningside Heights" type of park.

The Public Service Corporations should be required to put much more than one mile of wires underground per year.

THE JERSEY CITY DEVELOPMENT PLAN OF 1920

Even more complete was the report submitted to the City Commissioners in the fall of 1920 by a board of engineers appointed earlier that year. This Board had been created to "provide a comprehensive plan for the expansion of Jersey City's water and rail transportation facilities," but it had

found itself obliged to widen its report to include "better interior street articulation, a more satisfactory means of disposing garbage and ashes, sewerage facilities, parks and playgrounds, street lighting, passenger transportation and zoning." Faced with the impossibility of completing the work within the limited time allotted, the Board recommended that the study be continued by a lay planning board directing an experienced engineer who would give "his constant attention" to the preparation of the plan.

Within the few months at their disposal, however, the Engineers produced a remarkable report, many aspects of which, like the Goodrich-Ford study, are entirely valid today. Some of the projects recommended were carried out to the great benefit of the city. Others were neglected and will appear later as improvements still urgently needed. Time has proved a minor number of the proposals unnecessary or infeasible.

It is interesting to note some of the recommendations which came to fruition:

> the Boulevard Bridge north of Journal Square; the pedestrian underpass from Loews to the Tubes; north-south transit the full length of the Boulevard; State Highway #1 by-passing the city on the west side; the removal of street car tracks from Henderson Street; Fitzgerald-Holota, Washington and Arlington Parks.

Equally significant and instructive is a list of projects which were not carried out and consequently must now be programmed. The 1920 report warns specifically,

> "The longer improvements are delayed, the more costly they become; time is, therefore, of the essence of city planning, for each day creates new obstacles to be removed."

And it urges the earliest possible development of the following measures, all repeated in our present highway program (at much higher costs):

> A trucking speedway serving the New York Bay waterfront; the widening of Henderson Street from Grand Street to Hoboken; the extension eastward of Broadway on a bridge over the Pennsylvania tracks; the improvement of Pavonia Avenue from the Boulevard to Newark Avenue with a traffic circle at the junction with Palisade Avenue; a connecting link between Jackson Avenue and Monticello at Communipaw Avenue; the extension to Summit Avenue of Central Avenue; the connection of Ocean Avenue to Summit on the hillside west of

the Junction; a complete railroad belt-line; the unification of railroad facilities to release part of the waterfront for intensive deep sea terminal facilities; a waterfront development at the Little Basin; and an adequate treatment of the Holland Tunnel Approaches and Plazas, where upon completion of the tunnel "ample parkways, plazas, widened roadways and beautiful vistas...should greet the visitor as he emerges from the tunnel, presenting to him the impression of a beautiful gateway to the State of New Jersey, a picture to cling in his memory, spreading the fame of Jersey City's growth to a city beautiful and prosperous."

1948

Why a new plan if the old ones contain an ample backlog of worthy projects still to be accomplished? What meaning is to be drawn from the fact that measures appropriate a third of a century ago are also appropriate today? Are we to conclude that basically the city is little different, merely older and more worn? Wherein is this present plan different?

More important than any technical advances in the art of city planning, what we have gained in the intervening years is perspective. The writers of the 1920 report made no mention of the earlier planning effort; and while they reveal a vague uneasiness about the fate of their own volume, emphasis is on presenting a finished and logical set of fully detailed engineering plans, relying on the inherent worth of the proposals to insure their accomplishment. We have exerted our efforts rather toward developing a broad overall pattern than in concentrating on the engineering details of a number of special projects.

Engineering drawings soon become obsolete; they are of little value unless they are used in actual construction. Accordingly, such working drawings should be made only after circumstances are ripe for the projects to proceed. Furthermore, it is impossible to weigh the relative need for a particular improvement until its setting in the whole plan has been determined. Our report, then, seeks to establish a coordinating pattern for the city, looking more carefully at the system of roads than at a few urgent highway links, more at the overall recreation needs than at the site plan of a particular park or boat basin.

A second important difference between this and the older plans is its emphasis on the need to improve the quality of the residential areas that play such a predominant role

in the lives of the inhabitants. In the present report the continuous and unmanageable stretch of residential land is subdivided into "planning districts." These are areas small enough in scale to be considered and planned in proper relation to the individual citizen and his family. Thus the plan, reaching all levels of the civic community, is capable of enlisting equally broad support.

Increasingly, we underline today the essential nature of wide public endorsement as a precondition to the success of a master plan. A minor part of the plan can be carried out by the public officials: the major part of any city plan must be carried out by the public as private citizens. This they can accomplish only if the plan has become part of their own thinking, part of their way of doing things. In large part, the failure of the early plans stems from a failure to understand the urgency of city-wide participation in the master plan program.

Finally, the present Master Plan is set in a legal framework that is considerably more promising of results than the tentative legislation that enabled the earlier reports. An enlightened and determined citizenry today, having embraced a plan, has many of the legal tools needed for shaping the city toward the chosen concept of what it ought to become.

WHAT IS THE MASTER PLAN?

Perhaps the best way to explain what this Master Plan report is about is to review briefly the legislative act that authorizes such a plan, the Municipal Planning Enabling Act, Revised Statutes 40:55-1 to 40:55-21, which states in part:

> 40:55-6. Planning board; general powers and duties; master plan. The planning board shall make and adopt a master plan for the physical development of the municipality...The plan, with the accompanying maps, charts, drawings and descriptive matter, shall show the board's recommendations for the development of said territory, including among other things, the general location, character and extent of streets, subways, bridges, waterways, water fronts, parkways, playgrounds, squares, parks, aviation fields, and other ways, grounds and open spaces, the general location of public buildings and other public property, and the general location and extent of major public utility and terminal facilities, whether publicly or privately owned, and general plans for the removal, relocation, widening, narrowing, vacating, abandonment, change of use or extension of any of the foregoing ways, grounds, open space, buildings,

property, utilities or terminals. As the work of making the whole master plan progresses, the board may from time to time adopt and publish parts thereof, any such part to cover one or more major sections or divisions of the municipality or one or more of the aforesaid or other functional matters to be included in the plan. The board may from time to time amend, extend or add to the plan. In the preparation of the master plan the planning board shall give due consideration to the probable ability of the municipality to carry out, over a period of years, the various projects embraced in the plan without the imposition of unreasonable financial burdens...

Thus we see that the Master Plan is a flexible document, consisting of a number of connected reports and maps and capable of being changed from time to time in response to new conditions and experiences. Once adopted by the Planning Board, the Master Plan has a considerable degree of legal control over the development of the city.

40:55-7. Improvements submitted to board; governing body may overrule board. Whenever the planning board shall have adopted the master plan, or any part thereof, no street, square, park or public way, ground or open space, or public building or structure, or major public utility, whether publicly or privately owned, shall be constructed or authorized in the municipality, or in the part thereof shown in the master plan as adopted, until the location, character and extent thereof has been submitted to the planning board for approval. The planning board shall, as soon as conveniently possible, report in writing to the governing body its action thereon, and in the case of disapproval its reasons therefor. The governing body may overrule such disapproval by a recorded vote of not less than two-thirds of its entire membership...

The Master Plan is not the same as the Official Map of the city, which is a map of legal streets adopted by vote of the Commissioners. The Commissioners, however, may adopt portions of the Master Plan and incorporate them in the Official Map if they see fit. The Master Plan is usually more flexible and less specific than the Official Map; and therefore only the more definite elements of the Master Plan generally are made official by ordinance. While the simple vote of the Planning Board is sufficient to adopt or modify the Master Plan, the Official Map is established or altered only by vote of the City Commissioners. In order to create an intelligent Master Plan, it is necessary to take account of many factors in the life of the city which are not in themselves

actual elements of the plan. The proper limits of the planning report are best understood in reference to the paragraph which sets forth the purpose of municipal planning.

> 40:55-10. Purpose of municipal planning. In the preparation of the plan and map the planning board shall cause to be made careful and comprehensive surveys and studies of present conditions and future growth of the municipality, due regard being taken to its relation to neighboring territory. The plan and map shall be made, with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development, including among other things, adequate provision for traffic and recreation, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements.

STRUCTURE OF THIS MASTER PLAN REPORT

Because the Master Plan legislation is broad and somewhat general, it is not possible completely to disengage those elements which are subject to legal action from all the other interconnected elements and all the supporting and clarifying data. To the extent possible, however, this report presents the major elements of the proposed Master Plan in abbreviated form in Chapter I. The three sections of the first chapter correspond to the three separate maps that were needed to depict what is really one pattern. Several complementary maps were drawn simply because one single map with all the data would have appeared too confusing.

The second chapter, ECONOMIC BACKGROUND, relates the physical plan of the city to the productive life going on within the borders. It seeks to base the future development of the city's pattern upon the dynamics of the city's economic growth. While the arrangement of the various functional parts of the city is largely a matter of physical design, the question of how large each part should be in relation to the others requires an economic measuring rod.

The next eight chapters amplify and explain in detail what is shown briefly and diagrammatically in Chapter One.

They embody the reasons, the qualifications, the alternatives. Occasionally they suggest measures that are not yet within the legal power of the municipality or of the Planning Board, but which are deemed necessary to carry out the purposes of the Master Plan.

While the costs of municipal improvements recommended are generally presented in the chapters that describe them, all the costs are brought together in Chapter XI, entitled IMPROVEMENT PROGRAM, where they are also related to the overall financial standing of the city.

The final chapter, ADMINISTRATION OF THE PLANNING PROCESS, sets forth the series of events which must ensue if report number three, the Master Plan Report of 1948, is to escape the fate of its two predecessors.

a. LAND USE

b. RESIDENTIAL PLANNING DISTRICTS
RECREATION AREAS AND SCHOOLS

c. STREETS AND HIGHWAYS

I

AREAS ALLOCATED TO VARIOUS USES IN THE MASTER PLAN
COMPARED WITH EXISTING LAND USE AND PRESENT ZONING
(All Figures Given in Acres 1/)

	Master Plan		Existing Land Use 2/		Present Zoning	
Residential	1,940		2,140		(1,790)	
Parks, Recreation Areas and Public Grounds	1,300		430		(430)	
Semi-Public Institutions	100		90		(90)	
SUB TOTAL		3,340		2,660		2,310
Cemeteries		200		190		190
Business and Shopping		300		350		490
Railroads (Trunks and Yards)	2,440		3,000		(3,000)	
Waterfront, Manufacturing and Heavy Commerce	2,070		560		(2,410) 3/	
SUB TOTAL		4,510		3,550		5,400
Streets and Highways		1,980		1,480		1,480
Unused		-		1,640		-
TOTAL		9,870		9,870		9,870

1/ To bulkhead only except railroad property and excluding property of Department of Defense at Caven Point.
2/ As of January 1948.
3/ Includes 540 Light Industry and 1,870 Heavy Industry.

MASTER PLAN -- LAND USE (Facing Map)

MASTER PLAN OF LAND USE

NORTH BERGEN

UNION CITY

SECAUCUS

AIR PARK

HOBOKEN

MANHATTAN

NORTH RIVER

HACKENSACK RIVER

KEARNY

NEWARK BAY

ELLIS ISLAND

BEDLOES ISLAND

NEW YORK BAY

UPPER

LEONARD GORDON PARK

PERRIN PLACE

RESERVOIR 2

RESERVOIR 3

TONNELLE CIRCLE

BROADWAY

HOLY NAME CEMETERY

MONTGOMERY ST

MONTGOMERY PARK

MEDICAL CENTER

HAMILTON PARK

LAFAYETTE PARK

DUNCAN AVE

LINCOLN PARK

COMMUNIPAW AVENUE

CLAREMONT AVE

AUDUBON AVE

WEGMAN PARKWAY

DANFORTH AVENUE

DEPARTMENT OF DEFENSE

PROPOSED HIGH LEVEL BRIDGE

BAYONNE

2 MILES

1 MILE

KEY TO LAND USES

- WATERFRONT, MANUFACTURING AND HEAVY COMMERCIAL.
- RAILROAD.
- BUSINESS AND SHOPPING.
- RESIDENTIAL.
- PARK, RECREATION AND PUBLIC BUILDING GROUNDS.
- SEMI-PUBLIC INSTITUTIONS AND CEMETERIES.

PREPARED FOR THE
PLANNING BOARD OF THE CITY OF JERSEY CITY
BY CHURCHILL-FULMER ASSOCIATES · · · PLANNING CONSULTANTS
NEW YORK, NEW YORK
1948

MASTER PLAN

LAND USE

Upon the effective and orderly use of the land within its boundaries depends the continued prosperity of a city. Full and efficient utilization of its potential industrial sites; good access to rail, highway and waterborne lines of transport; proper placement and development of its residential sectors and their attendant green areas for recreation; convenient location of the hubs of administrative, mercantile and business activity -- these are essentials for the permanently successful functioning of a modern municipality.

The "Master Plan of Land Use" presents a scheme for the improvement of Jersey City's physical arrangement in these terms. It is not a plan for an idealized "city of the future," but an attainable pattern based on a progressive amelioration of the city as it exists today. The extent of this proposed amelioration is such that it may be achieved within a reasonable length of time, perhaps a generation if there is a period of building construction ahead.

Few drastic, large-scale changes over the Jersey City of 1948, therefore, will be found in this map. Rather it shows a clarification and extension of patterns of land-use which have already established themselves in the city during the normal course of its growth. (The acreages of the various areas shown on the map are given in Table I, which compares them with the corresponding figures for existing land use and for existing zoning.)

Residential Areas

Probably the most obvious and common-sense of the patterns adopted is the broad distinction between residential occupancy of the central highlands of the city, and the location of factories, railroads and shipping on the flatlands extending east and west from the base of the hill. Haphazard variations from this arrangement, in the course of which areas of industrial blight have appeared scattered throughout many residential districts and scattered residences clog orderly industrial growth in others, are scheduled for eventual removal in the plan, and that area of the city which is judged functionally suitable for residence is defined with some precision.

This definition extends to the old Downtown and Lafayette portions of the city, where a well considered municipal

policy seems necessary to preserve part of the long-established residential quarters there from extinction. However, it does not include such remnants of housing within industrial sections as are found north of Wallis Circle in old Marion or east of Henderson Street in the old Horseshoe. Chapter V, RESIDENTIAL PLANNING DISTRICTS, contains a full exposition of the principles which have guided this aspect of the master plan preparation. At present there is a large gap between the amount of land devoted wholly or partially to residential use and the amount so assigned in the zoning ordinance. This leaves some 350 acres of dwellings unprotected. The net effect of the shift in land uses suggested in the Master Plan slightly lowers the area actually to be built upon by dwellings, but it greatly enlarges the land residentially used if we include the attendant parks and recreation areas.

Parks, Recreation Areas and Public Building Grounds

As part of the process of delimitation and rehabilitation of residential sections, the plan lays down a system of buffer strips along their borders, intended to permanently protect them from any harmful effects due to the proximity of industrial tracts.

These buffer strips are shown on the map in the same symbol as the general park and green-area system, of which they form an important part. This system comprises another important feature of the Master Plan. Its most typical element is the series of "community-center" greens, which, together with an extended network of parks, playgrounds and playfields, serve the various residential districts. Probably the most outstanding new feature of this expanded park system is the belt of green projected to connect the newer Journal Square section of the city with the older Downtown. This belt is made up of the recommended 18-acre Civic Center at the crest of the hill between Newark Avenue and the Island and an additional 19 acres to be reclaimed by conversion of the present Waldo railroad yards. This "central park" is intended to serve as a new and pleasing focus for the entire city, replacing the core of industrial blight that now hampers proper civic development.

Other important recommendations expressed in the park and recreation area pattern are the extension of Montgomery Park southward to improve the setting of the Medical Center and provide more recreation space for Downtown; the utilization of the Tonnele meadows for a golf course and possible future airpark and further extension of the Lincoln Park

waterfront acreage. No distinction is made in this map between presently existing green areas and additional ones projected as a result of the planning study. The supplementary Master Plan map, "Parks, Recreation Areas and Schools" makes the distinction, and the rationale of this part of the land-use program is discussed in considerable detail in Chapter VI.

Except for a projected increase in industrial land, the proposed extension of park, recreational and public grounds represents the most striking change in the Master Plan pattern over the way land in Jersey City is now used. In effect, it is suggested that a portion of the more than 1,600 acres now unused be earmarked to raise the quality of the living sections of the city, but that the larger part of the vacant land be improved so as to attract industrial development.

Semi-Public Institutions

The amount of land to be devoted to Semi-Public Institutions has been revised somewhat upward with the aim of providing a certain amount of expansion for existing institutions and land for new and additional ones.

Cemeteries

The Master Plan shows the city's cemeteries much as they are now. A slight increase in acreage resulted from simplifying some of their boundaries, however.

Business and Shopping

Another essential element in the land use pattern of the city is the location and extent of the shopping and business districts. These are indicated on the Master Plan as they were determined by studies based on population distribution traffic movement, store vacancies and other factors. Chapter IV, CENTRAL BUSINESS DISTRICTS, contains an exposition of the studies and of the resulting shopping and business area patterns. The total area contained in these proposed districts amounts to 300 acres, somewhat less than the 350 acres now bearing structures intended for such use, and a substantial reduction from the 490 acres now zoned for business in the city. "Overzoning" for business purposes, as discussed in Chapter IV, is one of the important accessory causes of residential blight, and the Master Plan offers a correction of this condition. As will be shown later, an ample margin is allowed over the area now in profitable use

for central shopping and business activities.

No attempt has been made to distinguish parking zones within the shopping areas designated in the Master Plan. It is assumed that any future redevelopment of the shopping and business sections will include appropriate parking facilities, to be determined in the course of more detailed planning studies and legalized by appropriate enabling legislation and municipal ordinances.

Railroads

Although in long range terms we expect a major part of the land now used by the railroads to revert to other uses, in the present stage of the planning we have suggested a more modest shift, reducing the area from the 3,000 acres now held for railroad use to 2,440 acres. A portion of the area deducted has gone to park use: the major amount to industrial and waterfront development.

Eventually the railroads ought all to be electrified and the cuts covered over as they are in New York and other cities. When this is done, the air rights over the cuts will become available for productive use (see Chapter X, TRANSPORTATION).

Industry

As a natural corollary to the demarcation of residential areas and their associated business districts within the city, the Master Plan assigns suitable areas for continued manufacturing and heavy commercial development. Some 2,070 acres are included in the six industrial planning districts so designated (see Map in Chapter III). The bulk of this area is flatland adjacent to waterfront, except for two small, long-established interior tracts, Montgomery and Westervelt. All but Westervelt are served by the railroads.

In general, the proposed industrial districts take in the lands now zoned and used in this category with the addition of an area south of the Big Basin. However, three extensive tracts now zoned for industry but virtually undeveloped have been reclassified as part of the proposed expanded park system. As a result of this change and the elimination of several smaller spots of industrial intrusion into residential districts, the total proposed industrial area has been reduced from the 2,410 acres now zoned, to 2,070 acres, but it remains well above the 560 acres now actually used for industry. These figures are explained in detail in Chapter III, WATERFRONT, MANUFACTURING AND HEAVY COMMERCE.

Streets and Highways

Land proposed for streets and highways has been increased slightly from 1,480 to 1,520 acres. The major contribution to this addition consists of rights-of-way for the two through highway routes: the East Side Highway and the extension of State Route #1 northward through the Tonnele meadows. While it was considered premature to lay out a complete street network in the undeveloped portions of the city, it can be expected that additional land will be converted to street use from time to time beyond what is shown on the map.

Unused Land

At present some 1,640 acres of land are wholly undeveloped, the greater part zoned but not used for industry. All such land is assigned for specific use or development in the Master Plan.

MASTER PLAN OF RESIDENTIAL PLANNING DISTRICTS

RECREATION AREAS AND SCHOOLS

NORTH

SECAUCUS

BERGEN

UNION CITY

HOBOKEN

MANHATTAN

NORTH RIVER

HACKENSACK RIVER

KEARNY

NEWARK BAY

SUMMIT
(E-27)
PEN
HORN
SLOPE
(E)
P-28
RIVERVIEW
PERSHING
HEIGHTS
E-8
HUDSON HEIGHTS
RESERVOIR HEIGHTS
V-J.C.
HOLLAND COURT
H-DICKINSON
HAMILTON
VILLAGE
P-23
MARION
CENTRAL HILL
E-35
E-9
VAN-VORST
P-3
E-16
LINCOLN
FAIRMOUNT
H-LINCOLN
E-22
LAFAYETTE
BERGEN HEIGHTS
WEST BERGEN
P-24
ARLINGTON
ELLIS ISLAND
AUDUBON
H-SNYDER
S-MOORE
SOUTH-ARLINGTON
BEDLOES ISLAND
STERLING
V-34
BAYSIDE
P-20
ROMAR
COLUMBIA
P-30
BAYONNE
5 MILES
1 MILE
5000'

KEY

- RESIDENTIAL PLANNING DISTRICT BOUNDARIES
- EXISTING PUBLIC RECREATION AREAS
- PROPOSED PUBLIC RECREATION AREAS
- EXISTING SCHOOL BUILDINGS
- PROPOSED SCHOOL BUILDINGS
- (X-00) PRESENT P.S. NUMBER OR NAME
- P PRIMARY SCHOOL
- E ELEMENTARY SCHOOL
- V VOCATIONAL SCHOOL
- H HIGH SCHOOL
- S SPECIAL SCHOOL

PREPARED FOR THE
PLANNING BOARD OF THE CITY OF JERSEY CITY
BY CHURCHILL - FULMER ASSOCIATES · · · PLANNING CONSULTANTS
NEW YORK, NEW YORK
SEPTEMBER 1948

M A S T E R P L A N

RESIDENTIAL PLANNING DISTRICTS, RECREATION AREAS AND SCHOOLS

This division of the Master Plan is concerned with the residential portions of the city and presents a pattern of public recreation areas and school facilities in relation to proposed residential planning districts.

Initially, the map shows the external boundaries of such districts of the city as are considered suitable for residential use. Within these indicated boundaries, zoning laws and municipal policies should be directed towards establishing and maintaining land uses compatible with a rising standard of housing and living requirements. Elimination of industrial and heavy commercial activities, reduction or increase of population density where necessary, bypassing of through traffic, effective placing of parks, school buildings and other public facilities, demolition and rehabilitation activities -- these are processes through which the character of the designated residential areas may be improved.

As a means of clarifying and directing such a policy, the map depicts a pattern of residential planning districts into which the residential area of the city has been subdivided. These districts are geographic units of the city of manageable size in which topography, street pattern, population-distribution and other factors combine to indicate an actual or potential degree of community identity.

The formal establishment and confirmation of this geographic pattern of residential communities in the Master Plan in turn facilitates the designation of arterial streets, the location of schools, parks and playgrounds, the proportioning of shopping and parking centers, the working out of zoning provisions, all in terms of communities scaled to the daily life of family-neighborhoods with common centers of interest.

Twenty-two residential planning districts are proposed, varying in size from 119 acres to 285 acres, and in present population from 800 families to 6,600 families. The borders of these districts are indicated on the map in heavy dotted lines; tentative names for each district were drawn from local features. A more thorough discussion of the principles involved in this entire procedure will be found in Chapter I, RESIDENTIAL PLANNING DISTRICTS.

The pattern of public open areas, parks and recreation

spaces resulting from a study of the city on this basis is also depicted. These areas have been designed to (1) provide for each planning district a central community green two or more acres in extent to accommodate an elementary school, principal playground, park and various buildings devoted to community activities; (2) where necessary, insulate each community by buffer park strips from neighboring tracts or intruding segments of incompatible land use; (3) provide public play and rest space well distributed throughout the congested portions of the city; (4) provide athletic and sports facilities located with reasonable convenience for the major sections of the city; (5) provide sites for certain specialized cultural and recreation facilities of importance to the city as a whole: a Golf Course, a Civic Center, etc

There has been no attempt to differentiate between the functions of the various public recreation areas designated at the present stage of the Master Plan. In many cases several functions are intermingled in one general area. The final design of each area should be determined only by detailed studies made at the time of actual development. Existing areas, however, are distinguished from those proposed by different hatching patterns (see Key).

An overall pattern for the location of schools is also depicted in the map. It is considered highly desirable that the elementary school, one of the strongest formative influences in community life, be placed at the community center in close affinity with the playground, the community green, recreation building, etc.

Thirteen existing elementary school buildings meet this requirement and are shown on the map in their present ground plan and location; the remainder needed to round out the planning districts are shown as proposed school buildings and are indicated by solid circles. Some suggested shifts in the functions of existing schools are also indicated by means of the keyed symbols.

The foregoing principles will be found amplified in Chapter VII, PARKS, RECREATION AREAS AND SCHOOLS as well as in the previously mentioned chapter on Residential Planning Districts.

Data related to these Master Plan proposals are summarized on Tables I and II.

I

RESIDENTIAL PLANNING DISTRICT STATISTICS

Planning District	Gross District Area in Acres 1/	Population in Thousands (1940) 2/	Gross District Pop. Density in Acres (1940)	Proposed Population in Thousands 3/	Existing Community Recreation Area in Acres	Existing General Recreation Area in Acres 4/	Total Existing Recreation Acreage per Thous. Pop.	Proposed Add'l. Community Recreation Area in Acres	Proposed Add'l. Gen'l. Recreation Area in Acres 4/	Total Proposed Recreation Area per Thousand Pop.
Riverview	223	16.8	75	16.8	5.9	20.4	1.54	4.6	28.8	3.45
Summit	128	9.5	74	9.5	0.3	11.6	1.25	7.8	16.2	3.64
Penn Horn Slope	149	5.7	38	11.3	5.7	6.9	2.19	10.4	19.3	4.25
Pershing Heights	119	10.2	86	10.2	0.	12.4	1.19	1.8	17.4	3.01
Hudson Heights	187	13.1	70	13.1	1.1	15.9	1.27	12.5	22.4	3.87
Reservoir Heights	202	11.8	58	15.4	1.1	14.3	1.28	17.5	26.4	4.04
Central Hill	286	18.8	66	29.4	0.3	17.3	0.93	17.5	59.8	3.51
Fairmont	161	11.8	73	11.8	4.2	24.2	2.39	11.3	16.3	4.65
Lincoln	210	15.4	73	15.4	8.2	31.6	2.56	2.4	21.3	4.00
Arlington	176	11.1	63	11.1	3.4	22.8	2.34	13.9	15.3	4.90
Bergen Heights	163	12.4	76	12.4	0.9	25.5	2.19	10.3	17.1	4.24
West Bergen	157	9.	59	11.9	1.4	18.9	2.18	10.8	16.4	4.37
Marion	192	16.	84	16.2	2.5	33.2	2.18	10.0	22.4	4.08
South Arlington	124	9.	77	9.6	0.5	9.3	1.00	18.9	17.0	4.70
Audubon	149	9.7	65	9.7	1.6	9.4	1.12	8.1	17.2	3.68
Bayside	212	17.1	81	17.1	11.3	16.7	1.61	6.4	30.3	3.72
Sterling	200	13.0	65	15.1	2.7	12.6	1.16	14.3	26.8	3.81
Columbia	232	11.8	51	17.6	5.2	11.5	1.39	17.0	31.3	3.94
Romar	140	3.4	24	10.6	0.3	3.3	1.04	15.9	18.8	4.21
Hamilton Village	239	27.7	116	25.4	9.9	37.1	1.68	20.5	61.5	3.95
Van Vorst	165	17.6	107	16.6	3.9	23.6	1.56	9.3	40.2	4.54
Lafayette	129	12.1	94	10.7	4.4	16.2	1.68	14.4	25.9	5.51

1/ Excluding large non-residential areas within residential planning district boundaries, as reservoirs, Medical Center.

2/ Excluding persons living outside proposed residential planning districts.

3/ Based on assumption of increase of population in undeveloped districts to 20 families per acre (city-wide average).

4/ Proportion of all general recreation area allotted on population basis.

5/ Based on assumption of increase of population density to 30 families per acre (multi-story apartments under modern maximum density zoning).

II

RESIDENTIAL PLANNING DISTRICT STATISTICS
ELEMENTARY SCHOOL FACILITIES

Planning District	New Site Recommended	Existing Site Retained	Site Ultimately Available for Other Use 1/
Riverview.....	-	PS#8 2/, 28	PS#7
Summit.....	-	PS#27 2/	-
Penn Horn Slope...	Bleecker & Columbia	-	PS#25
Pershing Heights..	South St.& Pierce Ave.	-	-
Hudson Heights....	Jefferson & Baldwin	-	PS#6, 26
Reservoir Heights.	Collard & Beacon	-	-
Central Hill.....	Vroom & Tuers	-	PS#11
Fairmount.....	-	PS#18 2/	PS#12
Lincoln.....	Duncan & Hudson	-	PS#17
Arlington.....	Union & Arlington	-	-
Bergen Heights....	Union & Bergen	PS#24(P)	PS#14
West Bergen.....	Clendenny & Mallory	-	PS#33
Marion.....	-	PS#23(P), 35	-
South Arlington...	Bayview & Arlington	-	PS#29
Audubon.....	Culver & Hudson	-	-
Bayside.....	Armstrong & VanCleef	PS#20(P)2/	PS#15
Sterling.....	Van Nostrand & Sterling	-	PS#34 (V)
Columbia.....	Pearsall & Bergen	PS#30(P)	-
Romar.....	New filled property	-	-
Hamilton Village..	Jersey & Fourth	Ferris(P)	PS#2,21,37, Ferris Annex
Van Vorst.....	-	PS#9 2/, 3 (E)	PS#16
Lafayette.....	-	PS#22	-

1/ Assuming amortization and demolition of existing schools enumerated, and transfer of functions to other schools.
2/ Existing building more than 40 years old (1948).
Note:-(P)represents proposed primary use of building.
(E)represents proposed elementary use of building.
(V)represents proposed vocational use of building.
Master tables showing recreation area and population computations in greater detail are on file at the Planning Board offices. These break down areas by use-classifications, as parks, playgrounds, community green, buffer strips, playfields, etc.

M A S T E R P L A N

STREETS AND HIGHWAYS

The purpose of this section is to establish an overall pattern of streets and highways for Jersey City, adequate for the needs of through traffic and for getting around conveniently within the city. We shall treat the question of highway transportion broadly without examining the individual detailed problems of specific locations, for the latter are taken up in a separate chapter entitled SELECTED HIGHWAY PROBLEMS. The following discussion classifies the streets and highways into four groups:

1. Inter-Regional Through Highways -- the long distance through routes which connect the northeastern New Jersey-New York Port Region with the neighboring regions of central Jersey and Pennsylvania and beyond.

2. Local Arteries -- main routes linking Jersey City to other cities within the same region and major city traffic distribution routes.

3. Connecting Streets -- streets which are needed to inter-connect the various neighborhoods and business sections of the city.

4. Land Service Streets -- streets whose primary function is to give access to abutting land.

The ideal would be for each of the above highway types to serve only for its special purpose; but in practice inter-regional highways generally are used to some extent as local arteries, local arteries as connecting streets, etc., with all streets and highways except freeways used for land service, for giving access to abutting property. Nevertheless, it is good planning practice to reduce such mixed uses to a minimum.

INTER-REGIONAL THROUGH HIGHWAYS

The accompanying diagram, "Through Highways," shows the pattern of existing and projected inter-regional through routes proposed for Jersey City and its environs. These are shown in their relation to the pattern of local arteries within the city. The principal existing through highway is U.S. Route #1, which enters Jersey City on the Pulaski Skyway and proceeds through the Depressed Highway to the Holland Tunnel via 12th and 14th Streets. N.J. State Route

#100, the next major highway to be built in the region, is to be a freeway paralleling U.S. Route #1 from the south as far as Newark and thence crossing the Kearny and Secaucus meadows to connect with the approaches to the Lincoln Tunnel in North Bergen. Upon completion of the trans-meadow portion of this projected route, Tonnele Avenue which now serves inter-regional traffic bound for mid-Manhattan will revert to the classification of a local artery.

Mr. Frank J. Radigan, Hudson County Engineer, has proposed a circumferential highway for Hudson County. This route would start at N.J. State Route #25 in Newark and cross Newark Bay on a high level bridge near the Lehigh Valley-Pennsylvania Railroad Bridge, where it would join a projected freeway to New York Bay. This freeway, on which construction contracts are to be let in 1948, will follow the line of the old Morris Canal across the Bayonne Peninsula. In order to avoid blighting the excellent site for potential housing on the fill east of the present alignment of State Route #1 at the southwest corner of Jersey City, the junction between the new bridge and the Hudson County highways should be made south of the present intersection of State Route #1 and Hudson Boulevard. The eastern end of the freeway is intended to meet a proposed north-south express highway to be constructed from Bayonne to the Lincoln Tunnel along the east side of Bayonne and Jersey City and through the west side of Hoboken. The alignment through Jersey City that we have shown on the Master Plan is our recommendation rather than the original proposal of the County Engineer. A discussion of the differences between the two routes will be found in the chapter, SELECTED HIGHWAY PROBLEMS.

In Weehawken the County Engineer's alignment for the Circumferential Highway continues westward via the Lincoln Tunnel approach highway system to an intersection with the projected N.J. State Route #100. It then goes south on a proposed new alignment for N.J. State Route #1 -- through the Tonnele meadows, along Duffield Avenue, under Newark Avenue, the Pennsylvania Railroad and Broadway -- joining the existing N.J. State Route #1 just south of Broadway and following it south to a junction with the freeway to New York Bay. All of the proposed County Circumferential Highway comprises legislated state highways excepting the link along the east side of Jersey City south of the Holland Tunnel and the proposed reconstruction of N.J. State Route #1 north of Broadway.

At the present time Lincoln Highway (Communipaw Avenue) and State Highway #1 north of it are intensively used by

trucks, which are prohibited on the Pulaski Skyway. Our studies of traffic at Tonnele and Wallis Circles (described in the chapter on SELECTED HIGHWAY PROBLEMS) indicate that, upon completion of State Route #100 and the southern and eastern links of the proposed County Circumferential Highway, traffic making the turn between Lincoln Highway and State Route #1 will be very much reduced and no longer will be predominantly inter-regional in character.

The entire network of inter-regional through highways described above should be constructed as a system of freeways. With such a network completed we believe that the problem of long distance traffic through Jersey City would be solved for many years to come.

LOCAL ARTERIES AND CONNECTING STREETS

A proposed system of local arteries and important connecting streets is shown on the map, MASTER PLAN -- MAJOR STREETS. This network is composed largely of existing streets, with minor connections proposed which would straighten alignments and fill in certain inconvenient gaps. A detailed discussion of each such connection will be found in the chapter, SELECTED HIGHWAY PROBLEMS.

Most of the local arteries and connecting streets in Jersey City are too narrow. This will become more and more evident in the future when the land lying between them is redeveloped with minor streets vacated for other uses, so that an increasing proportion of traffic will be diverted to the major streets on the neighborhood boundaries. The minimum right-of-way for such streets should be 80 feet, with 100 feet preferable for local arteries. The expense of acquiring wide rights-of-way for all of the major streets in the city would be prohibitive at the present time. However, when proposed new corrective links are built, a full 100 feet should be acquired at once, except where such a width would add exorbitantly to the cost. In no case should less than 80 feet be acquired for new construction.

As a means of reducing acquisition costs at a future date when it may become feasible to widen considerable lengths of the major streets, an attempt might be made to discourage new construction in the projected street rights-of-way. Toward this end the rights-of-way might be mapped as official streets or new building set back lines might be established on all streets designated as local arteries or as important connecting streets. Then, when obsolete abutting structures are replaced a full 100 feet of width will

become available between buildings. While some cities already have the power to alter building lines to expedite future street widening, Jersey City presently lacks such power. We recommend, therefore, that the necessary legislation be sought.

LAND SERVICE STREETS

The existing pattern of local streets appears as a background on the map of Major Streets. Jersey City is no exception to the general rule that streets in our cities were arranged more for the convenience of land exchange than for the effective use of the property. The local streets here are pattered after the gridiron, and the history of Jersey City is told where the axes of the street gridirons change direction. Thus, the pattern around Bergen Square, or the orientation of Lafayette, or the sharp change of alignment on each side of lower Newark Avenue record the former independence of old Bergen, Lafayette, Paulus Hook and Gammontown.

Wherever variously slanted gridirons meet, the consequent angles result in property shapes that are difficult to build upon. It is likely that the Planning Board will trim many of these ragged edges about the city when it reaches the stage in planning that enables a detailed study of each neighborhood. Triangular blocks, too small to use now, often can be utilized effectively after they have been annexed to larger adjacent blocks by the abandonment of unnecessary streets. This process will be an integral part of the proper redevelopment of the city's substandard areas.

Another consequence of the mechanical application of the gridiron to the platting of streets is the violation of natural topography. Streets that seem continuous on a map turn out actually to drop abruptly down cliffs, or to die ingloriously into hillsides. In other places, streets which promise to be through-ways terminate without warning in dead-ends. Here and there sections of the town are isolated where important streets were never cut through the tangle of oblique abuttments. Sip, Central and Monticello Avenues are familiar to anyone who has lived here. Jersey City even boasts a land-locked island a few blocks east of Journal Square, reached only by one auto bridge.

A final point concerns the size of blocks. Jersey City blocks vary greatly; some are as little as 90 feet in width, some as great as 1,900 feet in length. They were laid out years ago for a style of building that is now obsolete. Most blocks are far too narrow for effective industrial

sites, and even for housing the modern tendency is to utilize much larger parcels than the typical 200 by 400 foot block that prevails in the Horseshoe as an instance.

The city can overcome these constricting conditions only by encouraging a bold policy of large scale land assemblage. It should prevent the same thing from occurring all over again on large tracts of land still undeveloped by refusing to plat vacant city-owned land prematurely. In the developed tracts along both waterfronts the city may soon wish to lay out alignments for the spur streets that will feed into new arterial expressways, relating these branches to appropriate railroad spurs and new docking facilities. But the detailed division into lots and local streets should be delayed until incoming housing and industry give clear indication of the shapes and sizes of land they can use best.

* * * * *

The system of important connecting streets, local arteries and inter-regional through highways establishes the permanent highway pattern of the city. These streets are the essential circulation paths which always should be kept open and which consequently will delimit any large-scale assembly and redevelopment of land which may take place in the future. This does not mean that the exact alignments shown on the Master Plan necessarily must be preserved; but it is strongly recommended that the general pattern of vehicular circulation shown on the Master Plan of Streets and Highways should be achieved and retained.

MASTER PLAN OF MAJOR STREETS

SECAUCUS
NORTH BERGEN
UNION CITY
WEST NEW YORK
HOBOKEN
MANHATTAN
NORTH RIVER
HACKENSACK RIVER
KEARNY
NEWARK
BAY
BAYONNE
ELLIS ISLAND
BEDLOES ISLAND
UPPER NEW YORK BAY

SECAUCUS ROAD
COUNTY ROAD
ROUTE NO. 1
STATE HIGHWAY
PROPOSED EXTENSION
PULASKI SKYWAY
LINCOLN HIGHWAY
PROPOSED NEWARK BAY BRIDGE
PROPOSED EAST SIDE HIGHWAY
OBSERVER HIGHWAY
HOLLAND TUNNEL
PATERSON PLANK ROAD
PALISADE AVENUE
HUDSON BOULEVARD
TONNELLE AVENUE
NELSON AVENUE
WEST SIDE AVENUE
BERGEN LINE AVE
BERGEN AVE
JACKSON AVENUE
OCEAN AVENUE
CENTRAL AVENUE
PACIFIC AVENUE
GARFIELD AVENUE
MONTGOMERY AVENUE
SLIMMIT AVE.
PAVONIA AVE
SIP AVE
STORMS AVE
FAIR MOUNT AVE
MONTGOMERY ST.
BRUNSWICK ST.
JERSEY ST.
GRAND ST.
MONTGOMERY STREET
ESSEX STREET
HUDSON STREET
HENDERSON STREET
WASHINGTON STREET
RIVER STREET
WILLOW STREET
CLINTON STREET
JEFFERSON STREET
MADISON STREET
PATERSON STREET
GROVE ST.
SOUTH STREET
FERRY ST.
MANHATTAN AVENUE
NEWARK AVE.
BROADWAY
COMMUNIPAW AVE
BRAMHALL AVENUE
CLARKE AVENUE
CLAREMONT AVE
CAVEN PT. RD.
AUDUBON AVE.
WEGMAN P'K'Y
DANFORTH AVENUE
CHAPEL AVE
LINDEN AVE
GATES AVE
JOHNSON AVENUE
FIRST STREET
EIGHTH STREET
FOURTEENTH
14TH ST
12TH ST
10TH STREET
6TH STREET
BAYONNE FREEWAY
BROADWAY

2 MILES
1 MILE
5000'

KEY

	EXISTING ALIGNMENTS	PROPOSED ALIGNMENTS
INTER - REGIONAL THROUGH HIGHWAYS	━━━	• • • •
MAJOR STREETS	───	• • • • •

PREPARED FOR THE
PLANNING BOARD OF THE CITY OF JERSEY CITY
BY CHURCHILL - FULMER ASSOCIATES · · · PLANNING CONSULTANTS
JUNE 1948
NEW YORK, NEW YORK

(EXCERPT FROM LETTER OF TRANSMITTAL)

We take this occasion to thank the Port of New York Authority for its courtesy in making available to us basic data from its library concerning the Jersey City waterfront.

CHAPTER III

WATERFRONT, MANUFACTURING AND HEAVY COMMERCE

MEASURE 1 : Investigate the possibility of the release of Caven Point pier to enable the productive development of the large area inland from it.

MEASURE 2 : Urge the War Department or other appropriate Federal or State agency to make the additional test borings that are necessary to ascertain what the underwater conditions are from Bayonne to Pier 14, from the bulkhead line to the deep water channel.

MEASURE 3 : By all available means promote joint planning by the city and by all railroads concerned for the rationalization, consolidation and redevelopment of railroad properties along the Hudson River Waterfront.

MEASURE 4 : Urge and promote redevelopment of the waterfront between Exchange Place and Big Basin as a series of up-to-date covered piers suitable for deep-water vessels, with adequate highway and rail connections to spurs on the piers.

MEASURE 5 : Urge the Port of New York Authority to examine the possibility of constructing a rail-truck terminal in the area bounded by 12th, Henderson, 14th and Coles Streets.

MEASURE 6 : Promote adoption by the State Legislature of acts permitting the use of eminent domain by the city for the purpose of assembling land for industrial and commercial redevelopment.

MEASURE 7 : Recommend to the City Commissioners amendment of the zoning ordinance and map to permit new manufacturing and heavy commercial uses only in the areas designated for such purposes on the map of Proposed Industrial Areas.

MEASURE 8 : Recommend to the City Commissioners that amendments be passed to the zoning ordinance requiring all future industrial and heavy commercial buildings to provide space for offstreet loading on their own premises at a set ratio proportional to their floor area; and further requiring all such plants above a certain size to furnish offstreet

parking space on their premises at a set ratio proportional to their size.

MEASURE 9 : Urge the City Commissioners to grant subdivision control powers to the Planning Board.

JAMES F. M[illegible]
MEMORIAL COLLECTION

WATERFRONT, MANUFACTURING AND HEAVY COMMERCE

In the second chapter, ECONOMIC BACKGROUND, we examined the condition of the waterfront, of manufacturing and heavy commerce in Jersey City from the economic point of view; and we proposed a number of measures to strengthen their economic position. The discussion in the present chapter deals rather with the physical problems involved.

We have grouped the three activities together in one chapter because they so constantly overlap in requirements for space and for facilities and because they often merge with each other in the industrial pattern of Jersey City. Such commercial enterprises as freight terminals, warehouses, bulk storage yards, wholesale distribution centers, truck storage yards, etc. interpenetrate with the waterfront and with various manufacturing activities.

INDUSTRIAL PLANNING DISTRICTS

The areas accommodating this variety of industrial activity, however, are not continuous. For purposes of physical planning, therefore, we have defined the main predominantly industrial sections into six planning districts. These vary in size from the Vesterveld district (in the triangle between Grand, Fairmount and Cornelison) to the New York Bay district which stretches from Harborside to Bayonne. In Chapter IV, other sections of the city will be discussed as Central Business Districts, and in Chapter V, the remainder will be divided into Residential Planning Districts.

WATERFRONT DEVELOPMENT

The waterfront is the principal natural advantage of Jersey City. Altogether it extends almost 12 miles along navigable water. Not all of this length is equally desirable however, either in location or in depth. Table I shows a breakdown of the navigable waterfront by sections, the distances shown being measured along the bulkhead line except in the Pen Horn Creek section where the shore line is used.

The Hackensack River waterfront is suitable for use by shallow draft vessels but, while theoretically navigable for such vessels, Pen Horn Creek is too narrow for practical use. The entire Hudson River-New York Bay waterfront can be used

I

NAVIGABLE WATERFRONT OF JERSEY CITY
LENGTH OF EACH MAJOR SECTION IN FEET

	Deep Water	Shallow
On the Hudson River and N.Y. Bay:		
North City line through P.R.R. Ferry Slips.....	6,550	-
Pier C through Big Basin.....	2,200	-
Lehigh Value RR Terminal Through Pier 14.....	5,000	-
Pier 14 to South city line.....	____	14,650
Total Hudson River	13,750	14,650
On the Hackensack River:		
South of Lincoln Highway.....	-	16,600
Lincoln Highway to Newark Avenue.	-	7,100
North of Newark Avenue.....	-	5,300
Total Hackensack River	-	29,000
On Pen Horn Creek:.....	-	5,200
TOTAL	13,750	48,850

by shallow draft vessels. Bed rock appears to be too close to the surface to permit economical dredging to a depth suitable for ocean going vessels, however, except at the existing Caven Point dock and possibly in the Point Breeze area (where data is not available on the depth of rock between the pierhead and bulkhead lines). From Pier 14 north, the depths are suitable for deep-draft vessels.

The principal function of deep water piers in Jersey City is and is likely to remain the transfer of various types of freight between water and land transportation. It appears unlikely that there will be any piers to serve as immediate and exclusive waterside adjuncts to manufacturing plants. The experience of Harborside Warehouse cited in Chapter II seems to confirm this. Though a bulk industry or a heavy assembling plant needing docking facilities for ocean going vessels might want to locate in Jersey City, site costs probably would preclude a location on the intensively developed pierfront along the Hudson north of Pier 14. At present, the only possible sites for such purpose are at Caven Point and at Point Breeze south of the Greenville Yards: the former only if released by the army and the latter only if future investigation shows the rock level off the bulkhead line to be of sufficient depth to permit development for use by ocean-going vessels. Of course, should substantial areas along the waterfront now owned by railroads be abandoned at some date, these also might become available for bulk industry.

MEASURE 1 : Investigate the possibility of the release of the Caven Point pier to enable the productive development of the large area inland from it.

MEASURE 2 : Urge the War Department or other appropriate Federal or State agency to make the additional test borings that are necessary to ascertain what the underwater conditions are from Bayonne to Pier 14, from the bulkhead line to the deep water channel.

It has been pointed out repeatedly that the railroads have monopolized the most desirable portions of Jersey City's waterfront and that a rationalization and consolidation of railroad facilities and operations could release some of the waterfront for higher types of development. The change in real property taxing procedures approved recently in New Jersey will result in vastly increased taxes on railroad properties in Jersey City and probably will influence the railroads to effect such changes as will enable them to abandon some of their high-value waterfront land. It is of the utmost importance that the city make every effort to see that any

areas so abandoned be of such size, shape and location as to be useful, since small and inaccessible pieces might become non-tax paying white elephants on the city's tax rolls. To this end, a plan for redevelopment of railroad waterfront facilities should be worked out through close cooperation of the city and the railroads, so that an optimum use of the waterfront lands affected will be evolved.

The waterfront north of Harborside Warehouse is particularly susceptible of redevelopment which would benefit the railroads, the steamship lines and the city. By shifting some of the yard operations now carried on in these waterfront yards to yards at less valuable locations, such as those on the Tonnele and Secaucus Meadows and in Kearny and by joint operation over the tracks of the New Jersey Junction Railroad and remaining tracks to the east, four railroad lines (the Pennsylvania, Erie, Lackawanna and N.Y.S. & W.) each would have access to 6,500 feet of deep water docking facilities immediately south of the Hoboken line; thus, a very considerable area adjacent to the waterfront and now used for tracks would be made available for industrial development. Redevelopment of the piers in this section along modern lines would permit more than a score of ocean-going ships simultaneously to transfer cargo directly to or from railroad facilities or trucks, thus eliminating the expensive handling charges now required in lighterage to New York, plus trucking from the railroad dock to the steamship piers. Establishment of a free port, to which New Jersey is entitled, in part of the area east of Henderson Street would further enhance the usefulness of this section.

MEASURE 3 : By all available means promote joint planning by the city and by all railroads concerned for the rationalization, consolidation and redevelopment of railroad properties along the Hudson River waterfront.

At present the only deep water frontage which can be considered for immediate redevelopment is the 2,220 feet between the ferry slips of the Pennsylvania Railroad and the Lehigh Valley Railroad terminal, plus perhaps an additional 200-300 feet at the north end, contingent on voluntary release of two or three of their ferry slips by the Pennsylvania. Vehicular access to this area is badly impeded by a complex of railroad spurs in the streets, and one of the two covered piers now in this section has failing foundations. A redevelopment of the five blocks south of York Street between Hudson Street and the bulkhead line as a single warehouse structure connected to a series of new covered piers would permit elevated spur connections to the Pennsylvania Railroad tracks just north

of Montgomery Street. Still at elevated levels tracks could be extended onto the piers, permitting direct loading between railroad car and ship, with the lower level of the piers and warehouse free for trucks. With the consolidated railroad operations suggested in the preceding paragraph, this port development would be accessible to the Erie, Lackawanna and N.Y.S. & W., as well as the Pennsylvania. An extension of the joint operations agreement to include the National Docks Railroad would add the Lehigh Valley and the C.R.R.N.J. to the number of railroads which would have direct access to these piers.

If, at some future date, the Lehigh Valley and Jersey Central Railroads should abandon their terminals south of Big Basin, similar redevelopment might take place along that waterfront.

MEASURE 4 : Urge and promote redevelopment of the waterfront between Exchange Place and Big Basin as a series of up-to-date covered piers suitable for deep-water vessels, with adequate highway and rail connections to spurs on the piers.

MANUFACTURING AND HEAVY COMMERCE

There are approximately 560 acres of land in Jersey City bearing structures which are used for manufacturing or heavy commercial purposes (1948). Of this total, 225 acres are located in unsubdivided sections where large tracts are available, while the remaining 335 acres are located on lots in the subdivided portions of the city where there exists a gridiron street pattern. Of the latter 261 acres (78%) occur in sections which are already largely industrial in character, while the other 74 acres (22%) are scattered throughout the predominantly non-industrial sections of the city.

Although there are only 15 plants covering 5 or more acres (5 of which exceed 10 acres), the total area of the 15 largest plants, 210 acres, amounts to 37% of all the land used for manufacturing or heavy commercial purposes in the city. The four largest plants alone account for almost 20% of such land. The balance of properties developed for industry throughout the city average less than an acre in area, with the median size considerably smaller.

It is probable that new industrial construction will tend more to one-story plants than to the multi-story type now prevalent in Jersey City, and this is particularly true for the larger industrial firms. Consequently, as the larger

PROPOSED INDUSTRIAL AREAS

FOR : RAILROADS, WATERFRONT, MANUFACTURING, HEAVY COMMERCE

NORTH BERGEN
UNION CITY
HOBOKEN
SECAUCUS
PENN HORN CREEK
TONNELE
19
18
17
16
NEWARK AVENUE
HACKENSACK RIVER
WALDO
WESTERVELD
NORTH RIVER
HENDERSON STREET
GOLES STREET
PENNA. R.R. FERRIES PIER C
BIG BASIN
2
3
LINCOLN HIGHWAY
KEARNY
NEWARK BAY
15
14
13
DROYERS POINT
11
12
4
5
6
7
8
NEW YORK BAY
PIER 14
ELLIS ISLAND
BEDLOES ISLAND
CAVEN POINT
9
10
BAYONNE
MANHATTAN
UPPER NEW YORK BAY
2 MILES
1 MILE
5000'

KEY TO AREAS

	FOR IMMEDIATE USE	FOR FUTURE EXPANSION
RAILROADS		NONE
OTHER INDUSTRIAL ACREAGE		
SUBDIVIDED		

PLANNING DISTRICT LIMITS

PREPARED FOR THE
PLANNING BOARD OF THE CITY OF JERSEY CITY
BY CHURCHILL - FULMER ASSOCIATES · · · PLANNING CONSULTANTS
NEW YORK, NEW YORK
MARCH 1948

industries rebuild, there will be a tendency for them to leave the subdivided areas where assembly of large sites is difficult and costly and move to acreage areas. This movement will increase the number of sites in the subdivided areas available for smaller industries. While the one-story plant is more economical for most industrial operations, it is not universally so. There are many manufacturers dealing with small quantities of relatively high-value material for whom a multi-story plant is entirely adequate. This is particularly true of many of the smaller firms which now operate in Jersey City loft buildings.

Pattern of Industrial Land Use

In evolving a desirable pattern for industrial land use we have tried to consolidate the areas in which manufacturing and heavy commercial activities may take place, with the double objective of encouraging these uses in the areas most advantageous for them and gradually influencing them away from the residential areas of the city. A single factory frequently has a blighting effect on a whole surrounding residential area by reason of the noise, odors, smoke, appearance and the traffic it generates. As the isolated and misplaced manufacturing and heavy commercial structures throughout the city become obsolete and require reconstruction in the coming years, they should be rebuilt within certain designated industrial areas. This movement will tend partially to replace those large industries which move out of the subdivided industrial areas into acreage sections.

In order to designate areas for manufacturing and heavy commercial use, it is extremely important to arrive at a reasonable estimate of the amount of land these uses will require. An excessive allowance will result in spotty development for industry, interspersed with blight and vacancy. On the other hand, an insufficient allowance will reduce sites available for industrial uses to the point of discouraging new development. In any case, the quantities designated at this time should be reviewed and revised five or ten years hence in the light of the actual direction taken by manufacturing and heavy commercial development in the intervening period.

Proposed Areas for Manufacturing and Heavy Commerce. The accompanying map (Proposed Industrial Areas) shows an immediate pattern of areas for industrial development. The map further earmarks certain additional areas for the next stage of expansion should the need become evident at a future date. It also demarks six major industrial planning districts.

Table II summarizes the significant statistics embodied in the proposal.

The 451 acres proposed for immediate industrial use already contain about 72% of all (560 acres) manufacturing and heavy commerce in the city. If the balance now located outside these designated areas, 109 acres, is deducted from the 689 acres of vacant upland within the designated areas (assuming a long range shift), there still remain 580 acres of vacant upland, a composite area for expansion greater than all the land now occupied throughout the city for manufacturing and heavy commerce. The total area designated on the map for the initial stage of industrial development, including land now under water, amounts to 2.8 times the area now used by all Jersey City industries. While such an allowance for industrial expansion may seem excessive, it should be noted that existing multi-story plants, if reconstructed as one-story buildings, would take several times as much space as they now occupy and that parking areas are recommended in connection with all new plants. Moreover, though the reconstruction process will take place over a period of years rather than all at once, the greater bulk of the area assigned to manufacturing and heavy commercial use on the map is land which is not likely to be developed for any other purpose. Hence, for the present, we believe this quantity can be allowed without harm. As indicated above, should industrial construction become active in Jersey City, its rate of expansion can be determined at a future date and readjustments made in the sizes and locations of the necessary areas on the basis of actual experience.

Acreage Areas. The individual acreage areas designated on the map are described in table III. They vary in size from 12.8 acreas in Area 9 to 302.7 acres (including land under water) in Area 8. Areas 12 and 15 are entirely used at present, but all the others have some vacant land available, varying in amount from 3.6 acres in Area 13 to 293.9 acres (including land under water) in Area 8. At present, Jersey City owns 130 acres within the unsubdivided areas earmarked for manufacturing and heavy commerce. All the proposed areas have some highway access, although access is rather poor in Areas 5, 6, 7, 8 and 18, where improvements would have to be made before the land could be utilized properly. All areas except 11 and 16 are adjacent to at least one railroad line, and in several instances spur connections already lead into the properties. Areas 2, 3, 6, 8, 11, 14 and 18 have an aggregate of 14,500 linear feet of waterfront suitable for development and use by shallow draft vessels.

Subdivided Areas. Among the areas proposed for industry

II

AREAS PROPOSED* FOR MANUFACTURING AND HEAVY COMMERCE:
PRESENT USE, CONDITION AND APPROXIMATE EXTENT IN ACRES

	Total Including Land Under Water	Total Upland	Present Industrial Use	Vacant Upland	Other Use	Land Under Water
For Immediate Use						
Subdivided	520	520	259	155	106	-
Acreage	1,054	726	192	534	-	328
Total	1,574	1,246	451	689	106	328
Possible Expansion						
Subdivided	40	40	2	20	18	-
Acreage	530	421	33	388	-	109
Total	570	461	35	408	18	109
GRAND TOTAL	2,144	1,707	486	1,097	124	437
(Industry Now Located in Areas Shown as Non-Industrial on Master Plan)			(74)			
(Grand Total of Jersey City Industry)			(560)			

*See Map "Proposed Industrial Areas"

which already are subdivided, the eight block area bounded by 12th, Henderson, 14th and Coles Streets merits special consideration. This island surrounded by heavily traveled traffic arteries seems particularly suited to unified redevelopment. Its location at the mouth of the Holland Tunnel is unparalleled for rapid vehicular access to lower Manhattan and Brooklyn; there is no site of comparable size in Jersey City with equally convenient access to all of the other through highways leaving the city. With the construction of the eastern portions of the proposed County Circumferential Highway, this eight block unit will be connected by freeway to the Lincoln Tunnel, which will make it more convenient to midtown Manhattan than many locations on lower Manhattan Island itself. The closing of 13th Street between Henderson and Coles Streets and of Grove Street, Erie Street and Jersey Avenue (after completion of the 14th Street Viaduct) between 12th and 14th Streets would have little effect on traffic. It would create an unbroken area approximately 460 feet wide and 1,800 feet long comprising almost 18 acres. This area could be connected to the Erie Railroad only 260 feet away by elevated spur, and a connection with the Lackawanna Railroad also is possible. With these connections the site would be ideal for a freight terminal, distributing warehouse, food processing industry, or similar use. Assembling of this huge site by private interests would be impossible and at present the city lacks the requisite authority to exercise eminent domain in order to assemble property for industrial purposes. If the site were to be developed for a terminal, however, the Port of New York Authority would have the power to assemble the land. Every effort, therefore, should be made to interest the Port Authority in considering this project.

MEASURE 5 : Urge the Port of New York Authority to examine the possibility of constructing a rail-truck terminal in the area bounded by 12th, Henderson, 14th and Coles Streets.

MEASURE 6 : Promote adoption by the State Legislature of acts permitting the use of eminent domain by the city for the purpose of assembling land for industrial and commercial redevelopment.

Improvement of Industrial Sites -- Role of City Government

There are certain actions which the city government might take to aid the formation of a desirable pattern of manufacturing and heavy commercial uses and to promote the optimum development of the areas selected. To begin with, the zoning

ordinance and map should be amended so as to conform with the map entitled Proposed Industrial Areas, in order to prevent the further haphazard spread of industrial uses throughout the city in areas where they are not desirable. Thus, over a period of years, as existing non-conforming structures of this type become obsolete, manufacturing and heavy commerce may be eliminated from the areas not designated for such use.

MEASURE 7 : Recommend to the City Commissioners amendment of the zoning ordinance and map to permit new manufacturing and heavy commercial uses only in the areas designated for such purposes on the map of Proposed Industrial Areas.

The common practice of using the public streets as loading space for trucks in connection with industrial and commercial establishments is one which impedes the movement of traffic at the expense of the general public for the benefit of the individual property-owner. Where this condition exists now little can be done except by the adoption and enforcement of proper police regulations. Plants constructed in the future, however, should be required under the zoning ordinance to provide adequate offstreet loading spaces on their own property with access designed for a minimum of interference with traffic.

A similar improper congestion of the streets results where plants with large employment have inadequate offstreet parking space for their employees' cars. It is both inefficient and unnecessary for small plants to be required to provide offstreet parking in connection with their individual properties. Nevertheless, parking lots should be established in subdivided areas containing small plants in such a manner that each lot would conveniently serve the several plants surrounding it. Such a program would permit lots sufficiently large to make efficient use of the space for parking. Furthermore, if the program were undertaken by the city (with certain costs assessed against the benefitting properties), a rational pattern of parking lots throughout each industrial area could be assured. Recent State legislation (Revised Statutes 40:11A-1) authorizes Jersey City to create a parking authority with the powers necessary to accomplish such a program. Nevertheless, plants built in the future which occupy large areas and with large employment should be required under the zoning ordinance to provide their own offstreet parking space in ratio to their size and at their own expense.

MEASURE 8 : Recommend to the City Commissioners that amendments be passed to the zoning ordinance requiring all future industrial and heavy commercial

buildings to provide space for offstreet loading on their own premises at a set ratio proportional to their floor area; and further requiring all such plants above a certain size to furnish offstreet parking space on their premises at a set ratio proportional to their size.

Careful control must be exercised by the city to prevent either subdivision or development of acreage areas in such a manner as to render parts of them useless. For example, let us assume that acreage Area 8, as shown on the map of Proposed Industrial Areas, consisted of a single lot. If it were subdivided by a line running north and south outside the present shore line and the resulting western parcel were developed but the eastern parcel were left as is, the eastern parcel would become inaccessible and therefore practically valueless. If taxes were defaulted on the eastern parcel, it might become a useless property on the hands of the city. A different type of wasteful subdivision is the "development" which has taken place on the Tonnele Meadows around Anderson Street and Lundy's Lane, where low value marsh land has been divided into 25-foot lots. This marsh is potentially useful only if developed on a large scale, which the present subdivision makes virtually impossible.

These types of waste can be avoided under the powers granted to the City by the state subdivision enabling law, whereby the Planning Board may be empowered to pass on all proposed subdivision of land within its jurisdiction. The Planning Board should be given this power in Jersey City.

MEASURE 9 : Urge the City Commissioners to grant subdivision control powers to the Planning Board.

The standard block depth of 200 feet is not appropriate for industrial areas, since it inhibits flexibility of plant layout and generally results in a larger area in public streets than is necessary (with correspondingly greater maintenance costs to the city). With the adoption of a Master Plan for Major Streets, a rational pattern of important streets in Jersey City will be established as city policy. In areas designated for manufacturing and heavy commercial use when the entire frontage a block long on both sides of any street, not designated as a major street, is owned by one company, at the request of the company the city should give up the street for use by the plant. In this way desirable consolidations of property may be effected gradually, and maintenance costs may be saved on streets not needed in the circulation pattern of the city.

In applying this policy, however, the city should lease the right-of-way on a short term basis with option for renewal rather than permanently to relinquish its right to the street. Furthermore, only sections of streets which are not important for circulation should be so leased. In order to permit development of a large uninterrupted area, in at least one instance (a section of Coles Street), the city, lacking an overall traffic plan, permitted a potentially valuable through street serving an intensively used industrial area to be blocked, and this greatly diminished its usefulness. An overall plan will enable the city to coordinate the needs of industry for space with its needs for free traffic movement.

(EXCERPT FROM LETTER OF TRANSMITTAL)

We take this occasion to thank the members of several central business district associations who met with us during the course of our study and made many valuable suggestions concerning the needs of their districts: Ocean Avenue Business Mens's and Property Owners Association; Newark Avenue Merchant's Association; Central Avenue Business Man's Association; and Jackson Avenue Merchants' Association.

We also wish to express appreciation to Messrs. Louis Goldberg and Albert Handel who shared with us their rich knowledge of trends in commercial properties and rentals throughout the city.

C E N T R A L B U S I N E S S D I S T R I C T S

It is an economic truism that a city is basically a market place. From the crossroads village to the world metropolis, retail commerce -- the sale of goods to the consuming public -- is a characteristic and principal activity of most civic communities. According to the last census (1940), the value of commodities sold annually at retail in Jersey City stores was close to $100,000,000. This sum exceeded by a substantial margin the total annual payroll of all industries within the city.

The 5,000 stores with 20 miles of frontage in which Jersey City business is transacted, plus the land on which they stand, represent in turn an important fraction of the city's real property value. That these stores should enjoy good trade, that as a result they should be well-maintained assets to their communities: these are important desiderata of municipal policy and as such major aims of the planning program.

A principal fraction of total retail sales in any city takes place in "neighborhood" stores handling foodstuffs and similar daily necessaries. This is particularly true of Jersey City, where about two-thirds of the retail business is of this nature. However, goods of a more expensive and specialized kind -- clothing, furniture, jewelry and the like -- are commonly sold only in larger shopping centers which draw upon entire sections of the city for their customers.

These central business districts are important features of the city. Their general appearance of prosperity has a strong effect on the civic morale and usually reflects the status of the surrounding neighborhoods. Busy centers also act often as magnets for the buying public in the suburbs and outlying districts and so add materially to the total business turnover within the city. As heavy generators and target points of traffic flow, central business districts present special problems in street layout, parking and traffic control.

There are a number of factors which distinguish an effectively functioning central business district of this kind. Perhaps the most basic is location near the center of gravity of a large unified section -- populated by 40,000 or more persons in the case of Jersey City.

Continuity of thriving store frontage is a significant characteristic of a going business center. Interruption by non-store uses or by vacancies is almost invariably an indication of a decline in the trade position of a business center. On prosperous shopping avenues such interruptions generally occur only near the extremities.

There tends to be a marked selectivity as to the types of stores which are economically viable on central shopping frontages. Apparel, fur and jewelry shops; drygoods and department stores; furniture, household equipment and sporting goods are the most characteristic. Specialized food stores -- confectionery, fancy meat markets and groceries -- also are found on central shopping streets, but usually not at the inner core of highest rentals.

These high rentals are another characteristic of going main business districts; and they are of a different order of magnitude from the rentals of neighborhood stores. In Jersey City, rentals in central business districts often exceed by ten or even twenty times the front foot figures for neighborhood stores and are never less than three or four times greater. Assessed valuations (largely based on rentals) follow roughly the same pattern.

Professional, business and corporation offices often occupy the floors above the retail shopping level of central business districts. However, these uses do not become predominant except in the most intensively developed of such districts, usually at transport hubs where land values are at a peak and multi-story office buildings provide quarters for firms doing business for a large tributary area. Such intensity is reached in Jersey City mainly in Journal Square, which consequently has been considered the main economic hub of the city and has been treated in a lengthy section at the end of this chapter.

The remaining central shopping districts, as determined by the foregoing criteria, are quite clearly defined and correlate well with the sectional divisions of the city on a topographic basis (see the introductory discussion in Chapter V, RESIDENTIAL PLANNING DISTRICTS).

For Hudson City with its approximately 70,000 inhabitants, Central Avenue provides some 7,500 feet of central retail frontage, extending roughly from North Street to Manhattan Avenue. This is reinforced by an additional main frontage on Newark Avenue for several blocks east and west of Five

Corners, which provides another 3,500 feet serving the lowest part of Hudson City.

In Greenville with a population slightly lower, the Jackson Avenue central retail frontage extends approximately from the Jersey Central crossing to Warner Avenue, including about 10,500 feet of store fronts situated along the geographical axis of the section.

Lower Newark Avenue in the Downtown section acts as a central shopping thoroughfare from Third Street to Fitzgerald-Holota Square and offers about 5,100 feet of shopping frontage. To this may be added about 4,200 feet of continuous retail frontage along Brunswick, Grove and First Streets, although these latter reflect the decreased per capita purchasing power of the Downtown population in their fallen rentals and high incidence of vacancies and dilapidation.

In Bergen the central business district is least clearly defined. Northern Jackson Avenue, Monticello Avenue and parts of West Side Avenue all show many of the characteristics of central shopping streets, although rentals tend to be lower than is usually characteristic and a larger proportion of neighborhood-type stores are present. There is also a sprinkling of non-store uses along these frontages. The Foye Place intersection together with Bergen Avenue for a block north and south forms another retailing focus for Bergen. Although this area is quite small in extent, rentals and assessments here are amongst the highest in the city. The total of all these frontages in the Bergen section is about 14,500 feet, drawing on a sectional population of about 77,000.

On the whole, the ratio of sectional business frontage to sectional population shows a remarkable uniformity throughout Jersey City and stands generally at 17 to 20 feet of store frontage to every 100 inhabitants. Of course, the quality and merchandising effectiveness of the frontages vary considerably.

There are a number of streets which form a kind of "twilight zone" as far as their existence as shopping thoroughfares is concerned. These are streets which, in spite of a fairly extensive commercialization, show a chronic tendency to vacancies, towards the attraction of warehousing and light industrial operations and towards a resulting degree of blight and dilapidation. Furthermore, the shopping function has never wholly prevailed over earlier residential uses. Ocean Avenue in Greenville and Palisades Avenue in

Hudson City are two such streets. The primary cause of their decline is overzoning for business combined with a non-central geographic location which makes it impossible for them to draw on the wide market hinterland needed to support continuous retail frontages. Added to this is their use as through routes for heavy traffic especially serious in the case of Ocean Avenue. Values along these avenues can best be reclaimed through bypassing much of the heavy through traffic, establishing strict traffic control of the remainder with traffic lights and preserving existing prosperous shopping in the form of modern concentrated neighborhood centers at strategic points. This would free the remaining frontages of intrusions incompatible with neighborhood development and render them available for sound residential rehabilitation, which in turn would react favorably on the reduced business properties.

The East Side Highway (see STREETS AND HIGHWAYS) will give enormous relief to Ocean and Palisades Avenues since it will provide a fast moving freeway parallel to them and close by. Indeed, one important by-product of that proposed highway will be the opportunity it will afford for the residential redevelopment of these two potentially fine sections of the city.

Henderson Street presents a more aggravated instance of blight through traffic and through the shrinkage of shopping demand. It stands now along the fringes of a declining old residential section pushed back by industry and has itself become a major through route for heavy trucking. In this instance the permanent change in function of the thoroughfare should be recognized by zoning and highway policy, and the residual retail and residential uses eventually eliminated.

Communipaw Avenue presents still another type of problem. Though centrally located in a good residential section, its function as a link in a heavy trucking route has caused it to be developed rather in automotive commerce, servicing and repairs, uses which blight other retail businesses and residential values. It is recommended that all commercial uses be sharply restricted here and that other highway frontages equally suitable for automotive and jobbing establishments be made available where Communipaw Avenue traverses industrial districts.

Automobile Sales

The display and sale of new automobiles constitutes a type of retail business with special space and location requirements.

Although capable of supporting frontage rentals equal to any but the most intensive of downtown shops, auto sales rooms function best somewhat away from the midst of central business districts. Their preferred location is along highway arteries carrying heavy passenger-car traffic within or adjacent to better residential areas. The junction of two such arteries is a particularly desirable site.

This pattern, logical though it is, often has a deteriorative effect on the very residential area that supports the showrooms. While a well-designed group of automobile showrooms may rank amongst the most desirable business land uses, there is a tendency for lower-grade commercial activities such as automotive jobbing, servicing and repairs, used-car sales, wholesale distributing and warehousing, etc., to locate along the fringes of such automobile sales centers. In this fashion an area of semi-industrial blight may form along an avenue which is otherwise part of a desirable residential section. Communipaw Avenue represents an advanced example of this process, but it is incipient in other points in the city.

Since automobile sales frontage makes up a very small fraction of the total business frontage of any city -- there being less than a thousand feet in Jersey City -- a few carefully limited sectors will provide ample highway access of the type required. It is recommended that such sectors of retail zoning be provided at carefully selected points along Hudson Boulevard, and at a few other points indicated in the MASTER PLAN FOR LAND USE; but that these sectors be sharply restricted in extent. Automotive servicing, jobbing and similar commercial establishments should be cleared out of such locations and limited to highway frontages passing through commercial or industrial districts elsewhere in the city.

IMPROVEMENT PROGRAM

There are a number of planning measures which are applicable to the improvement of all the above central business districts. Most general of these measures is a city-wide contraction of retail business zoning, designed to eliminate patently deteriorating and unstrategically located commercial districts and to replace them by modern compact neighborhood marketing centers. This process if carried through should strengthen the economic position of the residential neighborhoods, the local markets and the central shopping districts, permitting each

to discharge its function most efficiently. (Neighborhood market centers will be discussed in Chapter V, RESIDENTIAL PLANNING DISTRICTS.)

Equally important general measures are those having to do with traffic circulation and parking. In general, an avenue which serves as an important shopping way should be well connected with the internal arterial system of the city but should not itself serve as a principal thoroughfare. Heavy through traffic on a shopping street, no less than on a residential one, can have only a blighting effect. Since moderate traffic is necessary for retail prosperity, the damaging results of traffic when it increases beyond the beneficial limit is seldom understood until it is too late. Therefore, in planning the circulatory system of the city, alternative bypass routes for through traffic, especially truck traffic, have been proposed wherever possible. These should relieve those streets which, judged by the previously discussed criteria, may be expected to maintain themselves as principal retail avenues.

Rationalization of bus routes so as to provide effective linkage between each shopping center and its tributary section, while eliminating congestion caused by unnecessary massing of busses in the shopping street itself, is closely related to the foregoing. Proposals for such a rationalization will be found in Chapter X, TRANSPORTATION, together with an explanatory map.

Improvement of parking, truckloading and servicing facilities directly serving shopping facilities is an equally essential operation. Congestion and confusion arising from the inadequacy of these facilities limits the drawing power of most existing business districts and renders them vulnerable to competition from newly developed and more attractive centers in nearby areas. The extent to which these conditions can be remedied throughout all sections of Jersey City will be a good measure of the city's success as a mercantile center in its competition with other communities.

From the purely architectural point of view, there are various satisfactory solutions to the problem of efficient parking and servicing for shopping districts. All of these solutions, however, require drastic reorganization of the layout of stores in relation to each other and with respect to street frontage and block arrangement, so as to permit such features as unified interior parking compounds, rear access-ways, offstreet loading aprons, etc. Additional

desirable facilities which may be built into this type of joint shopping development on a block or district basis are: rest and recreation areas, supervised nursery lots where mothers may "park" their children, sheltered walkways or shopping arcades, advanced street lighting, harmonious modernization of signs, etc.

Virtually all of these improvements are beyond the range of action of the individual store-owner and require unified action on at least a block-by-block basis, as well as joint financing procedures. The initiative for this kind of action lies with the merchants and property owners of the districts affected, perhaps through extension of the powers and purposes of the already existing local business associations. However, it should be a function of the city, guided by the Master Plan program, to provide the institutional mechanism and the coordinative guidance for this shopping center redevelopment. Such a function might well be handled through a municipal Parking Authority, Land Corporation or similar agency, armed with the necessary powers. While recent State legislation permits a parking authority, which should now be established, a Land Corporation would require additional legislation (see HOUSING).

The Master Plan land use map establishes a general pattern for central business districts, based on a study of existing and probable future population distribution, a survey of vacant store distribution, traffic flow and other factors. A next step of the planning program, after the general Master Plan has been adopted, should be a more detailed study of individual plans for the redevelopment of the various districts, together with proposals as to means for organizing and implementing the necessary coordinative agency. Such a study should be based on further consultation with existing merchants' groups, on traffic engineering and commercial site-planning technic, on evaluations of the degree of public benefit and public interest involved in the operation and on investigation of the necessary accompanying legal and legislative procedures.

Present Master Plan recommendations affecting the several central business districts of the city will be found throughout this report and especially in the chapters on RESIDENTIAL PLANNING DISTRICTS, on STREETS AND HIGHWAYS and on TRANSPORTATION. It should also be noted that all proposals having to do with the improvement of living conditions and the raising of standards and values within the residential parts of the

city have a proportionate effect on the prosperity of the central shopping districts which draw upon them. However, a section-by-section summary will be presented below:

Hudson City.

Central Avenue, the sharply defined and well established shopping avenue for upper Hudson City, seems well proportioned and placed. Proposals affecting this district include: (1) A unified block-by-block redevelopment of stores, designed to provide parking areas on the east side fronting on Cambridge Avenue and on the west side in the rears of the shops, appropriately planned for the short block pattern. (2) Elimination of the trolley elevated below Booraem Street and extension of Central Avenue southward to Summit Avenue. However, no additional business zoning is recommended for the lower portion of the Avenue, except for a one-block neighborhood market frontage immediately south of Reservoir Avenue. (3) Rerouting of bus lines as outlined in Chapter X, TRANSPORTATION, so as to provide better linkage between Central Avenue and other portions of the city and more effective coverage of Hudson City itself.

Five Corners and the adjoining stretch of Newark Avenue are expected to continue to serve as the shopping district for lower Hudson City. Proposed measures affecting this district are: (1) The closing of the western extremity of Hoboken Avenue to through traffic to simplify the traffic problem at the intersection. (2) Redevelopment of several key frontages with modern stores backed by offstreet parking zones. This redevelopment would be effected partly in connection with Residential Redevelopment Project L (see Chapter VIII, HOUSING), the rest in connection with the projected Journal Square redevelopment.

Greenville.

Jackson Avenue, from the Jersey Central south, is a well established shopping axis for its section of the city. Measures proposed for its specific improvement are: (1) Elimination of streetcars and rerouting of buses as outlined in Chapter X, TRANSPORTATION. (2) Strengthening of its connection with Monticello Avenue and with Old Bergen Road by means of new rights-of-way, as outlined in Chapter IX, SELECTED HIGHWAY PROBLEMS. (3) Eventual unified redevelopment of the entire frontage with offstreet parking, recreation facilities,

etc., according to principles outlined earlier in this chapter. Residential Redevelopment Areas B, E, C and K border on the upper frontage of Jackson Avenue, and the carrying out of rehabilitation programs here would also include redevelopment of the shopping frontages.

Bergen.

(1) Strengthening and consolidation of the existing 14,500 feet of shopping frontage at Monticello, West Side and Upper Jackson Avenues and at Foye Place is recommended here. It is felt that with the filling out of the West Bergen community and with redevelopment and rehabilitation in Fairmount and Arlington (see RESIDENTIAL PLANNING DISTRICTS) the existing less intensively used frontages in Bergen will attain full central shopping status. Eventual redevelopment with offstreet parking and associated facilities, as discussed previously, is suggested for all these frontages. (2) At Foye Place, closure of the upper end of Orchard Street and elimination of the carbarns on Montgomery Street is suggested as part of the ultimate improvement of the retail frontage here. (3) A new alignment between upper Jackson Avenue and Monticello Avenue, included in the Streets and Highways proposals, would strengthen the trade position of Monticello Avenue and generally improve the East Bergen shopping pattern.

Downtown.

(1) Offstreet parking and rear-access redevelopment of the triangle between Newark and Railroad Avenues east of Brunswick Street, and a similar redevelopment of the six triangular blocks along the north side of Newark Avenue are proposed as part of the general Downtown rehabilitation program. This measure, together with the elimination of the Railroad Avenue trestle, the construction of a new bus terminal at Grove Street and Railroad Avenue, revision of certain bus routes, and a new tube station at Brunswick Avenue (see TRANSPORTATION) would constitute a major improvement program for this important shopping center.

(2) Paralleling the anticipated continued expansion of waterfront, commercial and manufacturing activities, Newark Avenue and Montgomery Street east of Henderson Street are expected to develop further as a specialized corporation business center. Extensive offstreet parking facilities are

proposed here, to be achieved in connection with the unified redevelopment of several irregular blocks and the closing of Gregory Street

Journal Square.

(See following section.)


JOURNAL SQUARE DISTRICT
RELATION TO SURROUNDING AREAS
KEY
JOURNAL SQUARE CENTRAL BUSINESS DISTRICT LIMITS
PROPOSED BUSINESS BUILDINGS
EXISTING BUSINESS ADJACENT TO JOURNAL SQUARE
NORTH
TONNELE CIRCLE
BOULEVARD
STATE HIGHWAY
NEWARK BROADWAY
COTTAGE PLACE
EXTENSION
VAN REIPEN AVENUE
PAVONIA AVENUE
MAGNOLIA AVE.
JOURNAL SQUARE
STREET
ACADEMY
MONTGOMERY
DUNCAN AVENUE
WEST SIDE AVENUE
HUDSON BOULEVARD
PALISADE AVE.
HOBOKEN AVE.
SCALE
0 500 1000 2000



COMMISSIONER
JAMES F. MURRAY
MEMORIAL COLLECTION

THE JOURNAL SQUARE DISTRICT

There are three principal objectives in this study of improvements to the Journal Square District: to make the District more convenient and attractive to shoppers; to increase the amount of business transacted; and to raise total taxable real estate values. If the first of these objectives is attained, the other two will follow almost automatically.

The accompanying map shows the area which we understand to be included within the Journal Square District. Not all of this land is now developed for central business uses. Such uses are presently confined to the following frontages: Hudson Boulevard from Sip Avenue to Van Reipen Avenue; Bergen Avenue from Vroom Street to the Square; Sip Avenue from Summit Avenue to the Square; along the Concourse south of the railroad cut; and around Journal Square proper.

CONDITIONS NEEDING IMPROVEMENT

Railroad Cut

The prosperous businesses on Journal Square stop abruptly at the edge of the Pennsylvania Railroad right-of-way. Real estate assessments show the great effect of this break in the continuity of the Square. While the land occupied by Loew's Jersey City Theater, on the west side of the Square just south of the cut, is assessed at about $5.80 per square foot, land now used as a parking lot three hundred feet to the north across the tracks, but on the same side of Hudson Boulevard is assessed at only about $1.90 per square foot. On the east side of the Boulevard, the contrast is even more striking. The parcel immediately south of the cut is valued over $75 per square foot, while property across the cut and still south of Pavonia Avenue is assessed at less than $10.

Not only is the continuity of this most important business frontage in the city broken by the railroad cut, but its effectiveness as a shopping area is obviously weakened by the noise and confusion of railroad operations through the cut.

Through Traffic

A good part of Journal Square traffic is made up of cars using Hudson Boulevard as a through north-south artery, hence having no desire to stop in the district. The resulting heavy traffic load has some undesirable effects. While contributing little to the business activity of the section, it hampers parking and movement of drivers trying to get to the stores. Furthermore, it forms a moving barrier which divides the Square in two as far as pedestrian shoppers are concerned. This division shows up in the sharp break in land assessments from the east to the west of the Square; due largely to the greater convenience of the east side, its land values, which in some instances are several times those opposite, tend on the average at least to double similar sites across the way.

Use of the Square for Bus Terminals

Contributing to the traffic congestion and to the difficulty experienced by pedestrians crossing the Square is the fact that considerable portions of the Square are used as open-air bus terminals. Not only do the standing and turning buses confuse and delay both pedestrian and vehicular traffic, but the buses block the view across the Square, thus destroying the spacious effect which otherwise could be attained. Shelter is lacking for waiting bus passengers in most instances, and interchange from one line to another is difficult, since "terminals" are scattered from the north end of the Boulevard bridge to Public Service on Sip Avenue, an overall distance of some 800 feet.

Bus Routing System

A map showing the various routes now used by buses entering or going through the Square is almost completely unintelligible, and surely the stranger desiring to go somewhere by bus from Journal Square must be at a loss to know where to find the one he wants. Although over twenty different bus routes enter the district, the Square itself is not particularly well served by buses, since many buses stop at only one point within it.

Lack of Parking Space Convenient for Shoppers

Described above are the principal developed business frontages in the Journal Square District.

As in most central business districts, the street curbs provide insufficient parking areas, and off street facilities are badly needed. In September of 1947, within 500 feet walking distance of the principal business frontage there were parking lots for some two thousand vehicles with the lots covering 400,000 square feet of land. The distribution of these lots, however, was so inconvenient that they were half empty. More than half the space was located at the extreme periphery, away from the shopping areas, and was therefore not used to more than a fraction of its capacity. Thus the drive-in shopper actually has difficulty finding a place to park close to his destination and either cruises the streets looking for curb space or goes elsewhere to shop.

Inefficient Street Pattern

The street pattern in the Journal Square District is decidedly inefficient. With the exception of Hudson Boulevard and the Square proper, the principal traffic streets are too narrow, permitting only one lane of moving traffic in each direction. Paradoxically, the Square itself as presently developed may be considered too wide in that it is difficult for pedestrians to cross such a wide expanse of paving.

While there are too many streets in some places, resulting in blocks too small to be efficient, in other places huge blocks make walking distances excessive. Several streets, moreover, intersect at odd angles, creating awkward block and lot shapes and difficult traffic control problems. Finally, there are a number of dead-end streets which interfere with the best development of the land in the area.

Excessive Area Zoned for Business

The usable frontage on the principal business streets of the developed Journal Square District (see above) comprise about 7,400 linear feet, including 600 feet on the bridge over the railroad cut. With the exception of the Boulevard frontage between Sip and Tonnele Avenues, this entire frontage is now zoned for business, though only 5,200 linear feet have been developed with business buildings, leaving a residue of approximately 2,100 linear feet now in vacant land, parking lots, or non-business uses which could more appropriately be located off the central commercial district frontage. In other words, there is room for business to expand almost 40% within the present principal zoned frontage.

In the Journal Square District outside of the area developed for central business as described in the introduction, an additional 10,100 linear feet are zoned for business. Of this additional business frontage only 3,100 feet are now improved with business buildings, leaving 7,000 linear feet available but not yet developed.

There are a total of 200 linear feet of non-conforming business buildings in residential zones in the greater area, giving a grand total of about 8,500 linear feet of frontage developed for business purposes, and 9,100 of frontage zoned for business but not so developed.

Such excessive zoning for business purposes has a bad effect on the development of the whole area. Since at any time a business structure may be erected anywhere in the areas zoned for business, owners of residential property in such areas are discouraged from maintaining the dwellings properly, and furthermore new residential construction is, in effect, stopped in any area zoned for business. Such spotty business development as may be located at random in this large area of excess business zoning has a lower value to the community than the same amount of development immediately contiguous to the already built-up business center. Thus value is lost throughout an area of excess business zoning, both through the depreciation and discouragement of healthy residential development, and the lowered values of the occasional isolated plots developed for business purposes.

METHODS OF IMPROVEMENT

In this section various methods of correcting the undesirable conditions just listed above will be discussed. Later, we will present several suggested patterns for the future development of the District, in which these improvements will be incorporated.

The Railroad Cut

The unsightly character of the railroad cut can be relieved somewhat by walls and by dense landscaping to conceal it from adjoining development. However, the actual covering of the tracks offers a more thorough solution to this problem and would make additional buildable area available for development. It seems particularly desirable that the bridge frontage on Hudson Boulevard over the cut be developed with business structures. Such construction would have the doubly

advantageous effect of screening the Square from the cut and making continuous the business development from the Square northward, thus almost certainly raising land values on Boulevard frontage north of the cut.

Through Traffic on the Square

There is psychological value in a sense of "hustle and bustle" in a shopping center, which may be created in part by through traffic. Business in a shopping center also may benefit to some extent from the advertising value of the display of business establishments to the through motorist, and to a smaller extent when the occasional through motorist decides to stop and shop. There comes a point, however, at which congestion in a shopping center is so increased by through traffic that the benefits secured from its presence are more than counteracted by the loss of business from those potential shoppers who go elsewhere, discouraged by the inconvenience and congestion resulting from the through traffic. Whether congestion has already reached the point of diminishing returns in Journal Square is debatable. However, if business on the Square increases in the future to the extent hoped, it will become increasingly necessary to provide through traffic now routed through the Square with a by-pass route. In any case the routing and control of traffic on the Square and in surrounding streets should be reorganized at once. On the Square proper a central mall would be an effective means of facilitating pedestrians crossing the Square, in that it would act as a safety island between the two streams of traffic.

Bus Terminals

The best solution to the problem of the misuse of the open Square as a bus terminal would be to construct a union terminal off the Square for the use of all buses and to prohibit buses from standing in the Square. Such a new terminal should have ready access to the Hudson & Manhattan Railroad station. If a new union terminal is not feasible the various bus terminals now on the Square should at least be consolidated at one location, with reorganization of their routing in the Square and the construction of a shelter or shelters for the protection of passengers in bad weather. Pedestrian interchange between such a terminal, the Hudson & Manhattan Railroad station and the Public Service Terminal on Sip Avenue should be made convenient. The Public Service Terminal in its present location, and with its present means of

access for buses, causes considerable congestion on Sip Avenue. In the event that a union terminal in a better location cannot be realized, improvement in this access is an important need, which may perhaps be solved by a re-routing of the buses using the Public Service Terminal.

Bus Routing System

In attempting to rationalize the system of bus routes through the Journal Square District, there are three basic systems which may be employed separately or in combination. They are:

1. Keep buses out of the Square proper, routing them on a loop around the Square about a block distant thus requiring everyone to walk into the Square.

2. Route each bus through the Square proper, and, in the case of buses now dead-ending at the Square, around a loop of streets to one side of it as well.

3. Bring all buses directly to the Square proper, routing them so as to make a circuit of the entire enlarged Square before leaving it.

In connection with any of the above systems, it would be desirable to have a common terminal convenient to the H & M station at which all lines would make at least one stop.

In evaluating the above schemes, certain things seem evident. System #1 alone is suitable for a small shopping center, but the walking distances in the Journal Square District are too great for its satisfactory application. Moreover both #1 and #2 put a severe load of bus traffic on peripheral streets, already too narrow, by adding new bus traffic and by duplicating necessary runs in some instances many times over. Since bus lines now approach Journal Square from all directions, the outer part of the District, most of which probably will remain residential in character for many years to come, can be served quite adequately by buses approaching or leaving the Square. Plan #3 which avoids the objectionable features of the other two, substantially improves service in the whole central portion of the Square.

Parking and Truck Loading

It is important to provide parking in shopping areas

without interrupting the continuity of the shops. In the Journal Square District this can best be done by placing some parking along the streets in places where it will not interfere with traffic, and developing additional areas for parking in the rear of the stores with access to the streets at convenient intervals.

Care should be taken to assign to each parking area the motorists most appropriate to it. The all day parker comes to the Square either to work there or to take bus or tubes to work elsewhere. Space off the street convenient to the tube station and bus terminals, but not necessarily close to the stores should be provided for this type of parker. For the driver-shopper, space for parking up to about four hours should be provided off the street but as close to the stores as possible. Curb parking space should be reserved for stops of no more than one-half hour duration. To accomplish the separation of parking by types, rates should be arranged in such a manner as to discourage parking of any nature other than that intended for the specific space. To this end it would be advisable to install parking meters at the curbs on all business frontages and extending a block away. The rate schedules shown in the following table illustrate the method of encouraging the type of parking desired in a particular facility, but do not necessarily represent economic rates in the Journal Square District.

Type of Parking Facility	1/2 Hour	First Hour	Next 3 Hours	Next 6 Hours	Total 10 Hours
Curb (meters)....	5¢	(parking limit 30 minutes)			
Offstreet (fee collected by attendants)					
For Shoppers.....	-	5¢	15¢	60¢	80¢
All-Day Parking..	-	25¢	15¢	10¢	50¢

Related closely to the parking problem is that of loading space for trucks making pickups from or deliveries to stores. Wherever possible, service roadways for this purpose should be provided to the rear of stores. This frees space at the curb for the short stop parker and reduces congestion on both street and sidewalk. Parking space for shoppers can be combined readily with offstreet loading facilities to the rear of stores, thus providing maximum convenience in location for the motorist-shopper. In addition to the curb space along the sidewalks, at which parallel metered parking for not more than thirty minutes should be permitted, space should be provided along either side of a mall in the

in the center of Journal Square for diagonal parking, with a time limit of one hour.

A project which would aid in solving the parking problem and improve the appearance and usefulness of the area as well would be the construction of a parking garage over the tracks of the Pennsylvania Railroad near the Square. This might be a two or three story structure, perhaps with the top floor open and at street level and the other one or two floors below, in the cut. A planted strip around the edge of the garage at street level would serve to screen the cars from the view of the passerby and would be a vast improvement over the present unsightly railroad tracks. The State Highway Department is contemplating the construction of some experimental parking garages in various cities, and Commissioner Miller has expressed interested in the scheme just described for Jersey City.

Street Pattern

Improvement of the street pattern in and around the Journal Square District will be a long-term project. While certain new streets may be cut through in the next few years without undue expense (and perhaps even at less expense than might be incurred should delay permit the erection of new buildings in proposed rights-of-way), street widenings can be accomplished most economically by establishing suitable building setback lines at once, and widening perhaps ten or twenty years from now, when many buildings now in the way will have to be replaced. As for block and lot consolidation, at the present time there is no enabling legislation which will permit this to be done conveniently by any private agency, and even the municipality cannot exercise emminent domain in order to assemble property unless it be for a public purpose. Nevertheless, such consolidation of many small lots into a few large areas, and the formation of super-blocks by the elimination of streets, are the only means through which the most beneficial redevelopment of land can take place. Accordingly, plans for the future should be made so that all early improvements can readily be incorporated into a later scheme of large tracts developed in a unified manner, and the consolidation of small blocks into super-blocks. For the present, the most useful steps which could be taken would be in the direction of drawing up and supporting in the legislature enabling acts which would encourage large scale redevelopment of urban areas. While the Preiser Act is a giant step in the right direction, its provisions apply only to residential redevelopment and cannot be used

for the improvement of a commercial district like Journal Square.

Specific cures for the ills of the street pattern in the Journal Square District are dependent on the particular plans adopted. However, certain principles and standards may be enunciated in this section, to serve as a guide in planning. Through traffic streets should be of such a width as to permit adequate sidewalks, parallel parking at both curbs, and at least two lanes of moving traffic in each direction. Allowing for differences in sidewalk widths, this would mean a total right-of-way width of at least 80 feet in residential areas and 90 - 100 feet in business areas. Among the streets which should be considered through routes are Newark Avenue, Summit Avenue, Academy Street, Bergen Avenue and Tonnele Avenue.

Adequate street widths are particularly important when super-blocks are contemplated, since whatever traffic now is carried on minor interior streets then will have to use the exterior through routes. In planning for super-blocks with parking space behind store frontages, existing minor streets often may be used as access roads to the parking spaces.

EXTENT AND GROWTH OF BUSINESS

In order to plan intelligently for the physical development of the Journal Square District, it is necessary to make some estimate of how much business can be anticipated in the area in the future. To aid the Planning Board in arriving at a sound judgment, the next section will be devoted to an economic analysis of the retail trade business in Jersey City. Following that there is a discussion of the process of growth and an indication of how to get the greatest benefit from the natural growth of the Journal Square District.

The Journal Square District is far less highly developed commercially than central shopping districts normally are for cities of the same size. The primary reason for this is the competition offered by the nearby shopping centers of Manhattan and Newark. It takes less than a half hour to get from Journal Square to the low price shopping district of 14th Street or to the medium price district around Herald Square in Manhattan. Total travelling time from the Square to the good department stores in Newark is about twenty minutes. Each of these

centers offers a wider selection of stores and goods than the Journal Square District.

To learn how much trade Journal Square loses to the competing centers, we would have preferred comparing its retail sales per capita with typical retail sales per capita in the central shopping districts of other cities. Such statistics, however, are not available. We have been able, nevertheless, to gain an approximate indication of the situation from the 1939 Census of Retail Trade, which enables us to compare retail sales per capita for the city as a whole with any other city. Moreover the Census material is so presented that we can select out the types of stores mainly to be found in the "downtown" areas. Accordingly, we have compared the Jersey City retail sales per capita in 1939 with such sales in Elizabeth, Cincinatti, Newark, Yonkers and Cleveland; and we have isolated the central shopping district type of stores: department, dry goods, and other variety stores; apparel stores; furniture and other household equipment stores; jewelry stores; and sporting goods stores.

Cleveland and Cincinatti are examples of cities that keep the trade of their residents and also draw trade from surrounding smaller cities. Although Newark loses some trade to Manhattan, it also draws a great deal from its densely populated neighbors. Yonkers and Elizabeth are cities like Jersey City that lose much of their residents' trade. While Elizabeth is not as much subject to the powerful competition of Manhattan as are Jersey City or Yonkers it is very close to Newark.

In department stores, dry goods and other variety stores, the loss of sales suffered by Jersey City is evidently very heavy. Per capita retail sales in such stores in 1939 were 7.3 times greater in Cincinatti, 10.2 times in Cleveland and 13.5 times in Newark. These differences are far too striking to be explained merely by the varieties in income level.

Retail Sales Per Capita in Department, Dry Goods and General Merchandise Stores, 1939

	Amount	Percent of Jersey City
JERSEY CITY	$10.20	100%
Yonkers	12.40	122
Elizabeth	28.47	279
Cincinatti	74.65	733
Cleveland	103.80	1,018
Newark	137.56	1,349

Department stores tend to draw sales from other stores selling apparel, furniture and household equipment, jewelry and sporting goods. Nevertheless, per capita retail sales in such specialized stores are higher in the cities with high department stores sales than in Jersey City. In Cincinnati, Newark and Cleveland retail sales per capita in central business district types of stores taken as a whole were 2½ to 3½ times what they were in Jersey City.

Retail Sales Per Capita in Central Business District Types of Stores, 1939

ype of Store	JERSEY CITY	Yonkers	Elizabeth	Cincinatti	Cleveland	Newark
epartment, Dry Goods & Variety..	$ 10.10	$12.40	$28.47	$74.65	$103.80	$137.56
pparel.....	34.15	32.62	39.32	64.30	38.40	64.75
ousehold Equipment.....	18.10	14.11	25.12	23.35	22.10	30.97
ewelry.....	2.59	2.95	3.47	6.31	1.40	6.76
porting Goods....	.88	.93	-	1.16	.60	.51
otal	65.92	63.01	96.38	169.77	202.90	240.55
ercent of Jersey City		96%	148%	258%	253%	366%

The Journal Square District is a relatively new development as a central shopping center. As yet it has no department store, although there are four in the city. Further, the District has no furniture, floor coverings or drapery stores except for one lamp shop, while in 1939 there were sixty-one such stores elsewhere in the city. The furniture market seems to be firmly established on lower Newark Avenue, though recently a large store has come to Bergen Avenue not far from Journal Square.

However, Journal Square is the main center in the city for the apparel trade and the jewelry trade. There are sixty-three apparel stores and eight jewelry stores in the District. These include about 16% of the apparel shops in the city and about 26% of the jewelry shops, while (by way of comparison) the central downtown shopping district of Cleveland has only 12% of the apparel shops and 19% of the jewelry shops in greater Cleveland. Of the book stores; gift shops; office supply and equipment stores; and radio and electrical appliance stores, Journal Square has as high a proportion of the city as

a whole as the central downtown shopping district of Cleveland has of the total in Greater Cleveland, which may be considered a typical city.

It is especially difficult to estimate prospects for the growth of a shopping center with a location like Journal Square. Here the future development depends primarily on whether the residents of Jersey City and Hudson County can be induced to change their present shopping customs. It would seem evident that at least one good department store must be attracted to the Square District before any positive change is likely to occur. Whether or not such a store would successfully compete with the out of town centers cannot be predicted with certainty. The flourishing apparel and jewelry trade in the Journal Square District, however, may be straws in the wind indicating a potential market for a department store, for they are among the important sections of such an establishment.

Together with the introduction of a department store some bold and conspicuous steps toward making the Square more handsome and more convenient to get around very well might alter the situation drastically for the better. For the Journal Square District is not only the most convenient center for Hudson County shoppers in terms of travel time, it is also capable of being far more attractive and pleasant than crowded and overgrown Manhattan. If, while developing the Square itself, this city also takes resolute steps to improve the rest of the city, those merchants who are now looking elsewhere in their plans for expansion may become convinced that Jersey City promises as much growth as other parts of the metropolitan region and hence may want to come here.

Before concluding this section we wish to emphasize that the Planning Board is in no way obliged to come to a hard and fast conclusion about the exact future size and extent of business in Journal Square provided the Board adopts a plan for the physical development of the District that is flexible enough to afford a modest start but capable also of continuous expansion as the demand for commercial space grows.

Growth of Business Area

To obtain the greatest clarify and economy in the overall plan, business structures in an urban area should be grouped together. This principle is implicit in

zoning, which excludes business uses from wide areas of a city, concentrating them in specific locations. The benefits to the city from such concentration are both positive and negative. A solidly built up business center, convenient for the shopper, attracts customers to the area, and thus creates site values higher than those found where one or two stores are located at some distance from any others. On the other hand, the presence of one or two stores in a residential area has a blighting effect on the surrounding residences. If zoning is loose and it is possible for stores to locate in a predominantly residential area, owners are likely to anticipate the sale of their residential properties at higher prices for business purposes; and so the residences are not well maintained by the owners, since residence is assumed to be a transient use. New residential development will not take place in such an area because of the possibility of undesirable business intruding. Thus the residential area zoned for business deteriorates.

Such a process is almost inevitable on the fringes of a business district. However, the area of transient use can and should be confined to a minimum. The main business area in Journal Square today is relatively compact, and whatever additional area may be required for business expansion should be zoned immediately adjacent to the property already developed for business. In this way the business area of the Square can grow while creating the greatest possible total real estate value for the community by reason of the continuity of business and its convenience for shoppers. Furthermore, the blighting effect of business encroachment on residential uses will thus be held to a minimum.

For the present, it would seem that the only portions of the greater area which should be zoned for business are the frontages along the following streets:

Bergen Avenue from Vroom Street to Journal Square

Journal Square proper

Sip Avenue from Summit Avenue to Journal Square

Hudson Boulevard from Sip Avenue to Newark Avenue

Concourse from Summit Avenue to Journal Square.

There are some 8,400 feet of frontage in the above list, of which 6,000 feet are now improved with stores, banks and other business buildings. This leaves 2,400 feet of frontage available for expansion of business within the proposed zoned area, which means that there is room for almost 40% more business development than now is present. We believe such a figure should be adequate for some years to come.

Nevertheless, in planning the Journal Square District, the possibility that additional space may come to be needed for business should be kept in mind, and the physical improvements should be so designed as to permit the orderly extension of the business zone. This extension may be made at such time as the residue of undeveloped frontage in the business zone drops below a reasonable minimum, perhaps ten of fifteen percent of the developed area. The extent of the added area should be only enough to provide for the growth anticipated in the following decade; its location should be as close as possible to the transportation center of the Square in order to maintain the optimum degree of convenience and compactness. For the reasons set forth above we believe such a process of growth would assure the maximum development of realty values for the entire District.

COMMISSIONER.
JAMES F. MURRAY
MEMORIAL COLLECTION

STUDY NUMBER THREE

JOURNAL SQUARE DISTRICT

SUGGESTED FUTURE PATTERN —



PREPARED FOR THE
PLANNING BOARD
CITY OF JERSEY CITY
BY
CHURCHILL-FULMER ASSOCIATES
PLANNING CONSULTANTS — NEW YORK

12-1-47

SCALE IN FEET
0 50 100 200 300 400

KEY TO USES
STORES AND BUSINESS
PARKING AND SERVICE
APARTMENTS AND HOTELS
LANDSCAPED AREAS

SUGGESTED FUTURE PATTERN

We now pass on from a discussion of Journal Square's requirements to a physical plan designed to satisfy those requirements. The illustrations depict two stages in the future growth of the District. The first assumes the continuation of most of the physical elements now existing, but shows how a few specific public works would strikingly improve the character of the District. The second stage illustrates a further improvement of the area achieved by a redevelopment of the street and block system in consonance with the special needs of a central shopping district.

While the initial scheme if adopted could be realized virtually in the form shown, it is quite unlikely that the later development indicated in the second plan would follow the exact pattern depicted. Even though the city may aim toward such a scheme, the details of what is built will depend less upon what is shown on a map than upon the natural development of property under the new conditions set up by the first group of improvements. Thus, while the first map is a recommendation, the second is rather an attempt to imagine what may happen in the unpredictable future.

Suggested Future Pattern I

This plan is largely based upon the development of property on the existing blocks assuming use of the present streets. The following major public improvements are recommended; we believe they can all be accomplished under powers the city already holds:

1. A new bus terminal connected to the existing Magnolia Avenue entrance to the Hudson Tubes.

2. A landscaped mall with parking running along the center of Journal Square and continuing along Hudson Boulevard north of the Square.

3. An extension of Broadway eastward from Tonnele Avenue to the Boulevard at Pavonia Avenue.

4. The acquisition by the city of a number of vacant parcels for public parking.

5. The rezoning of the District to carry out the new land use pattern appropriate to the new physical improvements.

In addition to these steps which entail positive action by

the city, we recommend that pressure be exerted to accomplish the following:

6. The development of stores along the Boulevard Bridge frontage over the Pennsylvania Railroad tracks.

7. Construction, with the cooperation of the State, of a parking garage bridging the railroad cut, west of the stores fronting on the Boulevard Bridge and south of the new Broadway extension.

Bus Terminal. The bus terminal shown would enable passengers to transfer between tubes and buses or between different bus lines without being exposed to the weather. While this terminal location would be convenient to Journal Square, it would not preempt valuable frontage on the Square proper. Within the space allotted there would be room for expansion several times beyond the present bus service. In design the terminal might be similar to the Public Service terminal at the Pennsylvania Station in Newark, where passengers and buses are separated by multiple levels.

Mall. We have envisioned a landscaped mall running the full length of the enlarged Square. Beside making the Square more pleasant to the eye, this mall would afford a safety zone for pedestrians crossing from one side to the other; with traffic routed in a one way stream around the mall, pedestrians would have to contend with only a single direction of traffic at a time. After allowing ample width for traffic lanes on the sides, there would be enough room in the mall at the center of the Square for some automobile parking as well as trees, shrubbery and rest benches.

Broadway Extension. The existing automobile route between State Highway Number One and Journal Square is roundabout and slow. The proposed extension of Broadway, however, would offer a direct way in and out of the Square on the west side. The alignment would connect with Pavonia Avenue, which continues straight eastward to Newark Avenue and Downtown. This route, moreover, would pass alongside the proposed bus and tube terminal and provide maximum convenience of access to the terminal with a minimum of congestion.

The right-of-way which the city would have to acquire for the proposed Broadway Extension is at present relatively undeveloped. It cuts through a number of residential parcels at the Tonnele Avenue end, but for the major part of its length it would lie along the northeast rim of the railroad cut known as "the bowl." By following the natural grades of

the land the roadway could conveniently pass under a future by-pass route, should one later be constructed straightening the bend in the Boulevard (see map: Suggested Future Pattern II).

Two hundred feet to the east of Tonnele Avenue the Broadway Extension would require a bridge across the railroad cut. The alignment selected crosses the cut in its narrowest portion and consequently requires a bridge of minimum length.

Parking. We indicated above the necessity of providing additional parking closely related to the shops throughout the Journal Square District. Accordingly, the map shows parking lots to the rear of virtually all buildings which face the main frontages of the District. This arrangement would provide 13.6 well placed acres of parking instead of the existing 9.4 haphazard acres. In the course of time the interior arrangements of the shops should be revised to provide attractive access for shoppers from these rear parking areas and to permit the servicing of the establishments from the rear.

The parking yards might be initiated by one method or by a combination of several different methods: the store owners, understanding the value to their shops of such facilities, might acquire and reserve the necessary parcels; the city might amend the zoning ordinance to make it mandatory that the rear portions of certain commercial lots be permanently maintained for off-street parking and service; the city might condemn the parcels and operate or rent them for parking purposes. Experience in some cities would suggest that even if property owners voluntarily set aside adequate space for parking, the city should assure the permanency of such facilities by zoning regulations or by outright purchase; occasionally when a shopping center has prospered, land alloted privately for parking has increased so much in assessment that the owners have sold it for further business development, and the shopping center as a whole has once again become a parking problem area.

Streets and Blocks

The street system in the Journal Square District was established in the horse and buggy days when the requirements for building lots and for thoroughfares were very different from today's needs. The standard block, two hundred feet deep, was suitable for a single family house on a one hundred foot lot; the sixty foot street was ample for carriages, sleighs and for horsecars.

With the development of the automobile, the bus and the

STUDY NUMBER THREE

JOURNAL SQUARE DISTRICT

SUGGESTED FUTURE PATTERN — I



PREPARED FOR THE
PLANNING BOARD
CITY OF JERSEY CITY
BY
CHURCHILL-FULMER ASSOCIATES
PLANNING CONSULTANTS - NEW YORK

12-1-47

SCALE IN FEET
0 50 100 200 300 400

KEY TO USES
STORES AND BUSINESS
PARKING AND SERVICE
APARTMENTS AND HOTELS
LANDSCAPED AREAS

trailer-truck came a new set of standards for road design.

The occasional hitching post gave way to a new by-product of the automobile: the parking problem. The need for space off the street to park vehicles and to service stores in turn has affected the building lot. Today's building sizes, parking requirements and service needs cannot properly be accomodated on yesterday's twenty by one hundred foot lot.

While the Preiser Act provides a means for overcoming the obsolete street and block pattern for residential redevelopment, at present there is no official way for the city to render its commercial districts up to date. There is a clear need for new enabling legislation toward this end; the Planning Board might well enlist the aid of the city's legal department in drawing up the necessary bills.

Suggested Future Pattern II

Bearing in mind present legal limitations, we designed scheme I with blocks as they exist. Scheme II represents an imaginary pattern which assumes that the city will have secured and exercised the power to redevelop the land into superblocks, and at the same time assumes a considerable growth of business in and around Journal Square.

The physical improvements already introduced by the city in the first stage of the program (see Suggested Future Pattern I above) remain in full use during the later stage: the bus terminal; the mall; the Broadway extension; the public parking lots; the shopping development along the Boulevard Bridge; and the parking garage over the westerly railroad cut. The street and block system and the related zoning are thoroughly revised, however.

A comparison of Pattern II with the existing block system reveals a reduction from seventeen blocks to a half dozen superblocks. These superblocks need not all come into being at the same time, but may be created in response to the growing needs of the District. Each of them is large enough for the building pattern to remain flexible and to permit full and easy access to the buildings by pedestrians and by motorists. There is ample room also for parking and for off-street servicing of the buildings.

If the Journal Square District should greatly develop in response to business requirements and to stimulation by improvement program, the consequent increase in local traffic together with a natural increase in Boulevard traffic might seriously congest the District to the detriment of the

shops. Pattern II shows a by-pass which would divert through traffic from the Square. While such a road may not be needed at present, the city might make the right-of-way official now so that no new improvements would stand in the way of the by-pass when the need does become evident.

As an illustration of one way in which shopping in the Journal Square District might be extended in the future, should the rate of business growth forecast such a need, we have indicated a new shopping development in the two superblocks between Newark, Sip and Summit Avenues and the Boulevard. Within this new scheme pedestrians circulate by means of an interior planted way which in effect serves as a continuation of the landscaped mall proposed for the Square. Quite separate from the pedestrian mall on which the shops front there might be a series of areas at the rear of the store buildings for parking and service. Shoppers could take their cars from one of these to another without going out into the public street. If the shop fronts were built with suitable overhangs it would be possible for pedestrians to shop throughout the entire area without being exposed to the weather.

Alternative Development of Superblock for Residence. Should the growth of the Square stabilize at a level which requires less than the full use of all the blocks for business, some blocks might be redeveloped with modern large scale apartments. We have illustrated a modification of Suggested Future Pattern II, in which the blocks surrounded by the Boulevard and Newark, Pavonia and Summit Avenues are shown in partial residential use; this would be an alternative to the business use depicted on the map of the District as a whole.

The main business frontages on the Boulevard and on Newark Avenue have been retained. Behind the store buildings there would be a strip used for parking and for service access to the rear of the store buildings, screened from the residential land by suitable landscaping.

The remaining portion of the superblock would provide ample space for apartment buildings to be located freely, set back from the streets and with the best relation to each other, to the grounds and to the light and air surrounding them. There would be ample space left so that the apartment dwellers could park their automobiles off the street. We have shown a system of interior access walks, so designed and arranged that moving vans and fire engines could be brought close to the buildings. For the most part, however, the block interior would be reserved for attractive landscaping,

outdoor sitting places, and safe play space.

Shifts in Land Use

In terms of land use what would be the net effect of the two future patterns we have suggested? A great discrepancy now exists between the large amount of land zoned for business and the small area really in business use. Initially, Pattern I would decrease the zoned area by some 5,900 feet of business frontage; but it would permit an actual increase for central business in the District from the 6,000 linear feet now used to 8,500 feet, which is 40% more.

The portions to be withdrawn from business zoning are presently used for residences and are so related to the scheme that their development for business in the near future seems unlikely. In the vicinity of the proposed new bus terminal, however, some added business zoning is indicated. Periodically in the future the new business zoning should be reconsidered and adjusted upward or downward in consonance with the actual development of the District. In this way the city will be able to avoid the blighting effect of business overzoning on residentially used areas.

Pattern II, which is predicated on considerable future growth of business around Journal Square, is designed to allow for a 75 percent increase of frontage, from 6,000 to 10,500 linear feet.

With respect to parking, the existing distribution of land use provides approximately as much area for auto lots as the area taken up by business buildings. We have seen, however, that much of the parking is inconvenient for shoppers. Suggested Pattern I would increase the parking to keep pace with the increase in business frontage, and would place this parking in better relation to the shops. Pattern II would improve the relation still further and moreover would increase the ratio of parking area to building area to 1½ to 1 instead of 1 to 1. This would provide 2.6 times as much area for parking as now exists.

(EXCERPT FROM LETTER OF TRANSMITTAL)

We take this occasion to thank the following citizens of Jersey City who, through their intimate knowledge of the civic and community life, were particularly helpful in contributing a sound basis for the proposed community pattern: Rev. L. E. McWilliams, Mrs. Richard E. Hunke, Messrs. H.C. Clarke, H.E. Deily, Louis Goldberg, and Albert Handel.

R E S I D E N T I A L P L A N N I N G D I S T R I C T S

In even as highly industrialized a city as Jersey City, by far the most extensive business carried on is the business of daily living. For every man-hour spent at industrial or commercial tasks in railroad yards, in factories and in offices the people of Jersey City spend 15 to 20 hours in the domestic and social activities of private life.

Buying and preparing food; keeping house; walking the baby; shopping for clothing, furnishings and equipment; eating, sleeping, relaxing, playing; going to school and church; visiting friends and neighbors; attending club, lodge or organization gatherings; working at hobbies. These are the things that absorb most of the time of most of the folk of the community.

A successful city must provide an effective setting for these myriad private-life occupations of citizens of all ages and tastes. Express highways and port developments, impressive though they may be, in an important sense are secondary to the everyday background of bystreets, market-places, sidewalks, houses, community churches, parks, clubrooms, schools and playgrounds which make up the largest part of the city geographically and in the lives of its inhabitants.

A broad program for the future growth and improvement of the city must commence, therefore, with an adequate examination of this aspect of the economy, suggesting a course of action for the municipal government which shall consistently improve the physical pattern of the lived-in portion of the city. It must become increasingly possible for the average citizen and his family to find within easy reach most of the amenities, community facilities and institutions which are necessary for a fully rounded civic and private life.

The relation of such a program to general municipal development and improvement, to good government, to the maintenance of a high standard of population, to the preservation and increase of economic and financial values throughout the city is close and obvious.

COMMUNITY PATTERNS

A city with a cohesive social structure is not simply one large agglomeration of persons from city line to city line. Within the overall corporate limits there are dozens of subdivisions, large and small, coextensive and overlapping. A

host of social, business, institutional and administrative foci generate as many corresponding spheres of influence. Their designations are legion: wards, parishes, precincts; fire, school, postal and zoning districts; the areas served by synagogues, clinics, shopping centers, clubhouses, bowling alleys. Some of these, high school districts and census tracts, for instance, are properly large and embrace several tens of thousands of persons. Others are necessarily quite small: the patronage area of the neighborhood candy store, the neighborhood green or the local play lot.

While it is neither possible nor desirable to coordinate these spheres of influence to the extent that a single set of boundaries would serve for all of them, it is likely that a certain degree of unification and clarification would be beneficial. Surely it would be less confusing to the individual citizen and perhaps more economical for administration if some of those functions which are of the same scale were geographically merged.

The smallest social unit of significance, and by that token the most intimate, is the neighborhood. This is a somewhat vague area in the immediate vicinity of each dweller, its extent depending on such factors as the population density, the homogeneity of the families, the physical surroundings. Within the neighborhood, the average family does most of its living, satisfies the bulk of its needs and has most of its daily associations with other people. From the viewpoint of a particular individual the neighborhood is an area containing all those people whom he would call "my neighbors." Thus, the neighborhood is a fluid concept, its boundaries shifting constantly as seen by different eyes. Except in the rare case of a completely isolated neighborhood, where all the constituents perforce are thrown together, the neighborhood is an intangible beyond the grasp of the planner.

A group of neighborhoods taken together, however, display a degree of cohesiveness. Out beyond the immediate vicinity one feels that members of certain other neighborhoods, while not directly neighbors, belong to the same community. They shop and market at the same stores, send their younger children to the same schools, attend the same churches, stroll in the same parks and have a general set of common interests centering around these activities. Moreover, to some extent it is possible to define such communities and make them comprehensible and relatively definite. In residential sections these larger areas which meet the needs of many small neighborhoods and are capable of being planned for the purposes of better living are termed "planning districts." These must be furnished with a diversity of insti-

tutions -- libraries, clubs, cultural groups, community organizations -- capable of fulfilling the major social and cultural needs of the neighborhood dwellers.

Jersey City, in common with most metropolitan communities of today, provides an incomplete background for neighborhood life in this sense. Its extensive areas of housing occur in amorphous stretches, criss-crossed at random by traffic streets; interpenetrated irregularly by railroad yards or industrial establishments. Parks, playgrounds and schools are fitted in wherever the exigencies of municipal finance or of past circumstance permitted and are frequently scarcest where they are needed most. Buildings of community importance such as churches and meeting halls often are crowded in between commercial structures, with no adequate setting or grounds. Shops are scattered indiscriminately, sometimes conveniently, but too often either excessively congested or in spots where they do harm to the residential environment.

"Good neighborhoods" are scarce within such a metropolitan conglomerate. This is a major cause of that instability and depreciation of values which plagues Jersey City as it does so many modern municipalities. People are constantly on the move in search of a "better place to live." Because of the haphazard confusion of the metropolitan complex, not many areas within it can offer the advantages, or command the loyalties, which will give their dwellers a strong incentive to remain in the face of new opportunities elsewhere or confronted by those threats to the standard of living, which occasionally make their appearance.

Few processes are more destructive of the financial position of a municipality than this progressive deterioration of various areas within its borders, this migration of population groups from one section to another in search of better homes and the final abandonment of good residential districts to the dry rot of blight and slum. With every stage of the process property values, the very basis of municipal solvency, are destroyed. At the same time additional burdens are placed on the city for the construction of new public facilities -- schools, streets, water mains, etc. -- to replace those no longer fully utilized in the depopulated, deteriorated districts. Still further financial problems are created by the aggravated need for health and welfare services and for eventual large-scale redevelopment and public housing.

These two opposing movements, a constant expansion of the demand for municipal services and a constant shrinkage of the value-basis for tax assessments, can have but one final

result: a general lowering of the standard of all municipal activities. With a large fraction of its once valuable residential areas like the Horseshoe and Lafayette in various stages of deterioration, Jersey City has already suffered severely from such a cycle of events.

COMMUNITY REQUIREMENTS

While rigid formulas have no place in planning, certain general criteria will be useful in working out an effective defense against the march of urban blight. The following are some of the essential qualities and amenities of a sound and stable residential community:

1. Freedom from obnoxious or unsightly land-uses within the boundaries and full shelter from the encroachment of such nuisances from without, by means of zoning, park-strips, etc.

2. By-pass streets diverting major traffic and trucking routes, so that the residential streets and avenues remain safe and reasonably quiet.

3. A minimum of one elementary school, so located that the younger children at least may walk to it in safety over distances not greater than half a mile.

4. Housing at costs or rents appropriate to the income range of the people who wish to live in the community and free from the deterioration caused by overcrowding or improper design.

5. Some range in the kind and cost of available residences and apartments, so that families of different sizes, age-groups and tastes may find appropriate quarters. The resulting variety, pleasing architecturally, is an additional measure for neighborhood stability, since people at different stages in their careers may find suitable accommodations without being forced to move away with every change in family fortunes. Thus, the likelihood of wholesale migration of certain income or age-groups is minimized.

6. A wholesome and ascending proportion between the density of housing and the amount of open space -- streets, sidewalks, parking bays, yards and parks -- so that congestion is permanently impossible.

7. A balanced variety of recreational spaces adapted to the

different needs of the people. These should include quiet neighborhood parks with shaded benches for adults and tot lots for very small children; numerous playlots accessible to every street for children of primary school age; one or more playgrounds for grammar-school boys and girls; and access to a full-scale athletic playfield for youths in their later teens either in the community or nearby. Shade-tree planting of streets should be maintained and increased wherever feasible so that the sidewalks themselves may form a part of the open-air recreation area of the neighborhood.

8. Religious, cultural and recreational facilities: churches, branch libraries, auditoriums and social halls. Such facilities should be of adequate capacity and should be placed in appropriate settings on greens, parks or street squares. A focal center for a community-wide social and cultural life, made up of several such facilities, perhaps in connection with the school, is very valuable.

9. Conveniently located shopping and marketing centers. The planning district may border on one fairly complete shopping center where more important purchases such as apparel, house-furnishings and hardware may be made, but several smaller centers for daily food and similar shopping might also be located at other convenient points. These marketing facilities, however, should be designed and zoned so as not to intrude upon the local residential atmosphere.

10. Public transit lines providing adequate and convenient communication with other parts of the city.

A study of Jersey City in the light of these criteria, taking into account such additional factors as topography, population-distribution, present land use, traffic movement and historical association, has yielded a pattern of planning districts intended to provide guidance for the future. Such neighborhoods and communities as are outlined in this plan are not to be conceived as existing today except partially and potentially. The irregular highway scheme, the chaotic intermixture of industries, housing and commerce and the random distribution of various public facilities all have inhibited the growth of well-rounded neighborhoods.

With consistent determination, however, the embryo planning districts of the city can be made to emerge as real functioning communities firmly based upon stabilized residential values.

COMMISSIONER JAMES F. MURRAY MEMORIAL COLLECTION

During the coming years, plan or no plan, the city will erect public buildings for new needs and to replace obsolete structures; it will designate and improve land for parks and for recreation; it will have new streets and highways built and old streets repaved. Persons in the city will continue to rent shops and factories; extend hospitals and churches; and, it is hoped, renovate their dwellings and erect new ones. Slow though the process may be, there will come a time when the accumulated mass of construction will be sufficient strikingly to alter the face of the city and to inaugurate the new community patterns. Either the citizens will treasure each new improvement, fitting it into its appropriate place in the master plan pattern, or they will permit the old reckless dispersion of values.

In the first case the city will change steadily, mosaic like, with each new piece contributing something. Some day, depending on how quickly the process of renewal takes place, a sufficient number of new elements in their right places will have been built so that the new patterns will be plainly discernible. If, however, civic drive is lacking for such a sustained effort, then the new things built will be engulfed in the old agglomeration, and nothing will be really different.

Here, then, is a clear demonstration of one of the ways a plan can come into being without the expenditure of special and extra sums of money. The construction cost of things well placed is no greater than the cost of chaotic building. The value of an improvement, however, is enhanced enormously when the improvement relates properly to a satisfactory civic design and when each one makes its contribution to an emerging community pattern.

The elementary school is probably the most important single factor determining the extent of a planning district, from the point of view of municipal administration. In Jersey City the finances of school construction and operation, as presently conceived by the authorities, indicate an economical minimum elementary enrollment of about 500 pupils per school. This figure suggests that 3,000 families approximately will represent the average minimum population group which can be served efficiently by an elementary school, taking into account the average number of children of elementary school age in Jersey City families, and allowing for the percentage attending private schools. High schools generally serve an area larger than a single elementary school district, both because the older youths can travel longer distances safely and because of the lower proportion of pupils of high school

age in the total population. Moreover, the increasing number of specialty rooms in the upper grades dictate more extensive use.

Due to the rather high housing density of Jersey City, it is usually possible to find 3,000-family population units grouped within areas small enough to be convenient to centrally located elementary schools. Hence, these areas which range in size from about 100 to 250 acres have been selected as the basic unit for analysis. They are the planning districts and correspond to the basic communities. A progressive adjustment of the various administrative units of the city -- school and library districts, precincts, health and welfare districts, census tracts -- to the emerging community pattern should also contribute both to the stability of the neighborhoods included in the planning districts and to the efficiency of government operations.

The primary purpose of such a program, it should again be emphasized, is the reclamation and safeguarding of Jersey City's important resources of housing and residential environment. Above all, a city is a "place where people live," and the 85,000 dwelling units on the 4,000 acres of land within the residential districts of the municipality represent an enormous investment which will not be soon replaced. Severely blighted areas may be razed and and rebuilt through subsidization programs of one kind or another; occasional blocks, strategically located, may be redeveloped by private capital in intensive multi-story use; but for many years to come, the city as a whole will remain predominantly a city of homes or of low flats in residential neighborhoods. The preservation and improvement of these neighborhoods through a wise and consistent planning policy is absolutely essential to the future health and solvency of the civic community.

Twenty-two separate planning districts have emerged in the course of this Master Plan study. Each has its own characteristics, its own advantages, its own problems. Each has been studied from the point of view of its logical boundaries; its requirements in schools, parks, playgrounds and similar facilities; its relation to the general street and highway system; its shopping, zoning, parking or other special problems. It should be stressed, however, that while the proposed pattern is believed to be generally sound, further detailed studies of the individual districts undoubtedly will suggest beneficial changes in the details and locations of specific projects. Such detailed studies, a fundamental part of the master planning and development process, must be carried on consistently and in close collaboration with the

neighborhood dwellers over a period of years.

Certain general measures apply to the preservation of standards in practically all Jersey City neighborhoods. The population-density of the city being uniformly high except in a very few special locations, the streets, sidewalks and existing parks are generally at or above the saturation point for comfortable human use and enjoyment. These same streets, sidewalks and parks were laid out in an earlier period when the typical city block consisted of rows of single-family homes with at least small front yards and with generous back yards. Under these conditions families provided much of their own recreation area.

The practice of constructing four and five story flats in such blocks during the early part of this century piled up three and four families where one had lived before and at the same time did away with the front and back yards. Under such conditions overcrowding, often enough to the point of slum congestion, became inevitable. Sections of the city "committed suicide" by this overbuilding which destroyed the opportunity for good living within them.

Such conditions must not be allowed to repeat themselves in Jersey City in the event of a future revival of construction. Zoning provisions must be so modified that in typical residential areas of predominantly low-coverage buildings all new apartments will be limited in height and in permissible lot coverage so that they shall not increase drastically the population-density of the neighborhood, nor eliminate too high a proportion of the surrounding open space. In general, when tall buildings are constructed there must be a corresponding increase in the adjoining land left open. Happily, the zoning legislation of the State of New Jersey makes such density control possible.

The only exception to this provision should be in special high-value sections like Journal Square where provision might be made for a certain number of individuals and small family groups who wish to sacrifice community amenities for the extreme convenience of tall apartments adjacent to the Tubes. Offstreet automobile parking accommodations should also be made a compulsory provision in connection with multi-story residential projects, to forestall the parking and traffic congestion which arises from an excessive concentration of this type of construction.

Before proceeding with individual discussions of the various communities in the following pages, it should be

pointed out that while the name assigned to each planning district was selected after careful consideration of local traditions and circumstances, none is to be considered official or final until locally accepted.

MAJOR SECTIONS OF JERSEY CITY

There are five major sections of Jersey City within which all the residential communities under discussion lie. These sections are primarily marked out by the topography of the city, and each supports a central shopping street of the "downtown" type (see CENTRAL BUSINESS DISTRICTS).

The northernmost of the sections is Hudson City, which begins at the North Bergen-Union City line and extends southward to Newark Avenue, being defined at its eastern and western boundaries by the sharp declivity of the Palisades and the Tonnele slope. Central Avenue, just east of the heart of this section, provides 14 blocks of retail shopping frontage. Six community units have been defined within Hudson City.

At the opposite end of the city Greenville occupies the same relative position as Hudson City, although here the eastern and western boundaries are not so clearly defined by topography, but rather by the man-made barriers of railroad trackage and industrial districts. The northern boundary of Greenville tends to be somewhat vague: the Newark-New York railroad cut provides an approximate line of demarcation. This section also is subdivided into six communities and is served by a clearly defined central thoroughfare, Jackson Avenue, which provides some 23 blocks of continuous retail frontage.

The hill area to the north of Montgomery Street, extending up to Newark Avenue, east to the Palisades and west to the Boulevard, is conceived as falling strongly under the influence of Journal Square. Thus it forms the main central business district of the city and in this study is called Central Hill. Central Hill is distinct from the other sectional divisions in that it is not subdivided into any lesser residential communities, but constitutes one large metropolitan planning district in itself, with the amusement, business, transit and central shopping hub of Journal Square the dominating influence.

Between Greenville and Hudson City, but excluding the Central Hill section, is Bergen, deriving its name from the old town of which Bergen Square was the original crossroads.

Possibly because of the proximity of Journal Square, the retail business focus of Bergen is not so well marked as those of other sections of the city, being divided between the Foye Place shopping center, Monticello Avenue and West Side Avenue. Six community subdivisions have been defined in Bergen.

The fifth major section of Jersey City is old "Downtown," on the flats east of the Palisades and extending to the waterfront. Including Lafayette, three residential communities have been defined here adjacent to extensive waterfront, railroad and industrial districts. The central shopping thoroughfare is lower Newark Avenue, formerly a principal avenue of approach to the New York ferries. Continuous retail frontage here extends from Henderson Street to Brunswick Street. Downtown also contains the specialized financial and business center of Exchange Place, serving principally the commercial and shipping interests of the port.

There are a number of public facilities which are distributed in the city roughly in correspondence with this fivefold sectional division. Excepting Central Hill, each section has its own high school, although the present high school attendance districts do not entirely coincide with the sectional borders. Major parks (as distinguished from local neighborhood and community parks) are found in four sections: Pershing Field in Hudson City, Lincoln Park in Bergen, Montgomery Park Downtown and Bayside Park in Greenville. The library system, with its main building downtown at Van Vorst Park, has single branches in Greenville and Central Hill. Hudson City, Bergen and Downtown each have two branches.

There is also a tendency for important hospitals to be disposed about the city on a sectional basis: Christ Hospital in Hudson City, St. Francis Downtown, Greenville Hospital in Greenville and the Medical Center in Bergen, though the service areas of these institutions do not always correspond with the sections in which they are located.

On the whole, contrary to the community subdivisions, the sectional divisions of Jersey City have relatively small significance for planning, and hence not much stress is laid on them. They are, however, convenient for purposes of description and identification.

TWENTY-TWO PLANNING DISTRICTS

HUDSON CITY COMMUNITIES

Riverview

This community has a potentially attractive and interesting setting due to its position along the crest of the Palisades overlooking the lower city of Hoboken and the Manhattan skyline. It extends from the city line southward to the proposed new alignment of New York and Manhattan Avenues, which is expected to become a more important crosstown artery (see section on Streets and Highways). From Central Avenue, Riverview extends eastward to the Palisades.

In spite of the advantages of its location this district has suffered from a great deal of spotty and mixed use, apparently spreading out from the transit center along Ferry Street and some old-established industries in the vicinity. Various trucking, automotive-servicing and jobbing concerns are scattered indiscriminately along the residential streets, and in places seriously blighted conditions prevail. Palisades Avenue, which sets the character of the eastern part of the neighborhood, is a deteriorated shopping street with many vacant and actually dilapidated stores. At the same time the rear ends of the various stores on Central Avenue form an unsightly west boundary to the area and have encouraged the growth of an undesirable trucking and jobbing section there on both sides of Cambridge Street.

A considerable proportion of architecturally obsolete tenements occur in Riverview, and much of it could well be demolished in the event of a future redevelopment program. The upper end of the neighborhood where the influence of Washington Park is felt has preserved its character fairly well. Riverview Park, at the edge of the hill along the east side of the neighborhood, is central and fittingly located. About half an acre of this five-acre park is set aside for a playground, the rest for sitting and strolling. The housing surrounding the park is poorer than the location seems to warrant and does not make adequate use of the view -- as in fact few of the buildings do along Ogden Avenue, the street which directly skirts the crest of the slope. Perhaps the assurance of future smoke control from the western part of Hoboken, could that be secured, would encourage the construction of new buildings to take full advantage of the site.

The principal shopping section for Riverview is Central Avenue which forms an intensively developed western boundary

of retail store frontage. There is also an extensive scattering of stores throughout the interior blocks, but fully 15% of these are vacant or in non-store use.

There are three schools in the district, of which #7 and #8 are among the oldest in the city. #8 on Franklin Street between Sherman and Hancock Avenues is scheduled for early replacement by a new 1,500 pupil plant with auditorium and gymnasium. It is recommended that the remaining portion of that block be acquired for a community center and recreation area. Since the several blocks surrounding this site form one of the Master Plan Redevelopment Areas, the necessary tract for such grounds could best be acquired in connection with this redevelopment and should be planned in effective relationship with the project buildings. Primary school children at the north end of the district might be accomodated by PS #28 between Bowers and South Streets, where a playground of adequate size is recommended, taking in the north end of the block. PS #7 on Central Avenue, the oldest and smallest school, might be put to special community use or sold. The site appears to be valuable for commercial use and so might yield a worthwhile sum to help defray the cost of facilities needed elsewhere in the community.

It is further recommended that through zoning, shopping be diverted away from Palisades Avenue except for a concentrated frontage at North Street and an additional block adjoining Ferry Street in the vicinity of the Public Service group of buildings. Palisades Avenue is expected to increase somewhat in importance as an intracity north-south artery, but like Ocean Avenue in Greenville it is not centrally enough located to act as a continucus shopping thoroughfare.

Rounding out the shopping pattern for Riverview, a four-block long parking plaza is suggested along the rear of the Central Avenue frontage to replace the present unsightly hodge-podge of service yards and sheds (see CENTRAL BUSINESS DISTRICTS).

Landscape treatment is proposed for the sharp slope of the Palisades, probably in connection with the improvements to New York Avenue and the tentative routing of the County Circumferential Highway adjacent to the Paterson Plank Road.

Summit

This community occupies the high, level land lying between the line of Hudson Boulevard and Nelson Avenue on the west

and Central Avenue on the east, and from the city line south to South Street. The topography here is unvariegated, and the streets are laid out in a uniform gridiron or rectangular pattern except where the Boulevard swerves. Row and detached houses predominate with small front yards or none at all. Some of the streets are shaded, but in general they appear narrow and lacking in open spaces and greenery. A few short dead-end streets like Pierce and Passaic Avenues have a quiet and pleasant residential atmosphere due to their freedom from traffic.

The southern portion of the planning district is served conveniently by the stores of upper Central Avenue, but above North Street Summit Avenue takes over the function of a shopping street. Even here, however, there is a considerable sprinkling of marginal non-shop uses of store buildings and occasional vacancies, indicating a tendency to deterioration characteristic of thoroughfares overzoned for business.

Washington Park, at the extreme northeast corner of the area, does not seem to have much effect probably because it is too far away from the center and can be seen only at the end of several long narrow streets. Even the frontage on the park is poorly developed, having marginal stores and several vacant lots.

It is recommended that a focal park and recreation space for Summit be created on the triangle of land formed by the intersection of Nelson Avenue and the Boulevard and taking in the site of P.S. 27 and several institutional buildings. Children attending school from the part of the neighborhood lying east of the Boulevard would have to cross at a police-controlled point adjacent to the school.

In addition, an interior park for the eastern section could be provided in the block at Pierce Avenue and Paterson Street where the city recreation building now stands without any grounds surrounding it.

Numerous small nonconforming industries should be eliminated from Summit in keeping with the overall policy of industrial separation recommended throughout the Master Plan. Until its final removal is possible, however, the solid heavy commercial block in the northeast corner of the neighborhood, between Secaucus Road and Hague Street, should be isolated by a buffer greenstrip containing private garages, playlots and benches. This strip might be provided in connection with a recommended redevelopment of several blighted blocks in the vicinity, a process which would also permit a better orienta-

tion of the new housing in relation to the Washington Park frontage (see HOUSING). Also desirable would be the extension of a similar buffer strip to the west along Secaucus Road to guard against further blighting from heavy traffic and from uncontrolled land uses across the city line.

Here, as elsewhere in Hudson City, Summit Avenue should be cleared largely of business occupancy. However, a single compact shopping center running from Summit Avenue to the Boulevard, in the blocks just south of the city line, properly designed with parking facilities and modern store buildings, might flourish by serving the northern part of Summit and drawing additional patronage from Secaucus Road traffic and from the Union City and North Bergen blocks to the north.

Penn Horn Slope

This planning district occupies the 149 acres of rocky hillside that slope from Hudson Boulevard and Nelson Avenue downwards to Tonnele Avenue, north of Manhattan Avenue. Due mainly to the steep terrain it has not been built up as densely as the rest of Jersey City. There are very few apartment houses here; the bulk of the dwellings are of the modest single-family frame type, with a good many only single-story in height. The percent of vacant parcels is unusually high, particularly near the bottom where the slope is generally steepest. Over-all population density in the area at 11 families per gross acre averages less than half that of most portions of the city.

Some attempt apparently was made to lay out the north-south streets in accordance with the contours of the slope, but considerable land is wasted in the form of unusably steep east-west streets following the regular gridiron pattern of the city. The latter are often totally unpaved and even when paved are impassable in winter.

Chief asset of this site is its commanding view across the Tonnele meadow, which gives a feeling of openness not duplicated in the central parts of the city. To some extent nullifying this asset are the fumes and odors from several refuse dumps in the meadow and the Secaucus pig-farms, which are carried towards the slope with the intermittant westerly and northwesterly winds.

The neighborhood has on the whole a pleasant residential quality free from traffic and traffic noises. The homes, though modest, are well kept up. Many of the streets are shaded by trees and most of the homes have well-tended gardens.

Leonard Gordon park, at the south end of the neighborhood, functions well as a recreation park, but is too far from the north end of the slope to have much influence there. Columbia and Liberty Streets, particularly in the vicinity of the park, are of excellent residential quality.

There are very few intrusive industries in this region. There is no shopping center: only an occasional local grocery or sundry store. Evidently the existing low population density has not encouraged neighborhood retail activity. A loop bus running north on Liberty Street provides service via Leonard Street to the north end of Central Avenue.

It is significant and promising that the same hillside north of the city line, in North Bergen, is considerably more intensively built up, with brick homes of substantial character forming a desirable residential location.

It is suggested that this Penn Horn Slope area, due to its special characteristics, offers an unusual opportunity for large-scale redevelopment in garden or terrace apartments designed for middle-income occupants. Such apartments, planned in extensive groups and placed on a modified road-system better adapted to the contours of the slope, could take full advantage of the site, much as high-rental apartment buildings utilize the bank of the Hudson River in New York City. Convenience of access to mid-town Manhattan, not equalled in many parts of the metropolitan region, would be provided via Tonnele Avenue and the Lincoln Tunnel -- a consideration of the first importance; and Holland Tunnel renders Wall Street equally convenient via the Depressed Highway. In addition, the Journal Square transport hub could be made easily accessible by a loop bus service which would skirt the neighborhood along its upper border and return by its lower, in this fashion eliminating the need for any uphill walking by dwellers on the slope.

An absolute prohibition of refuse-burning on the meadow would necessarily have to accompany such a development, but this is desirable on other grounds as well; an acceptable use of the meadows is discussed in the section on Parks and Recreation. The long-demanded sanitary reform of the Secaucus abbatoirs would also be necessary.

A combined recreation and parkway development west of Tonnele Avenue is recommended as part of the program, to insulate the slope from the Susquehanna & Western railroad and to screen the few industries along the fringes of the meadows. These industries could be zoned non-conforming and gradually

moved to more appropriate parts of the city when the structures are fully amortized. The completion of the trans-meadow highway automatically will remove much of the heavy traffic from Tonnele and hence improve this western boundary of the district.

A community focus in the form of a new school and playground between Bleecker and Thorne Streets, one block east of Hudson Boulevard, is recommended as part of the design of such a remodeled planning district. A compact shopping center on the Boulevard adjoining this location would help serve the increased slope population, together with another one just north of Gordon Park, a third on Nelson Avenue just south of Secaucus Road and a fourth at the foot of Manhattan Avenue.

A small landscaped park, laid out adjacent to the grounds of the Kinderfreunde Home at Nelson Avenue and North Street, would provide an auxiliary neighborhood green developed perhaps with a quiet play area for infants to serve the northern end of the proposed development.

Pershing

This planning district lies at the heart of Hudson City, extending from Pershing Park north to South Street, and from Central Avenue west to Hudson Boulevard. It comprises one of the better residential neighborhoods of the city. The east-west streets nearest to Pershing Park are developed in substantial single-family type dwellings with broad front yards and are often tree-shaded. These homes have tended to retain their original character, although many have been converted to multi-family occupancy. There are also a number of good apartments on some of these streets, but not enough to have changed materially the generally open appearance of the neighborhood.

As one progresses north and west, away from the Park, the dwellings become more modest and crowded more closely, but on the whole the residential character is well sustained. Summit Avenue where it passes through this section is non-commercial, although there are scattered stores along it despite non-business zoning. It is recommended that this avenue eventually be restored to its original purely residential and local traffic function (as in the other neighborhoods through which it passes); and also that the Boulevard, the western boundary of Pershing, be restricted to residential usage except for a few compact shopping frontages at South Street and at Hutton Street in conjunction with the retail nucleus serving Penn Horn Slope across the way.

Central Avenue at the eastern border of the district is the dominant shopping center for this as for the several adjoining communities of Hudson City. In its middle portion it presents a solid frontage of central-type stores and is in fact one of the major shopping districts of the city (see CENTRAL BUSINESS DISTRICTS).

Fortunately, there are virtually no industrial establishments within Pershing. The proximity of Pershing Park to the south and the comparatively low density of the housing minimizes the fact that the area lacks entirely any small interior sitting parks, plazas or local open areas. However, some such feature is needed to relieve the unbroken rectangular street pattern here; it could be provided by an elementary school with generous grounds located east of Milton Avenue between Bowers and Lincoln Streets. Milton Avenue in the heart of the community and sheltered from traffic would provide an ideal site for such a school and adult center with a playground to serve the 3,000 families of Pershing.

Aside from these provisions, the district would benefit by a permanent change in the zoning provisions controlling the depth and height of permissable apartment buildings. While multiple-occupancy buildings of reasonable size are logically to be expected with the development of the city as a whole, a material increase in the number of high-coverage high-density structures permitted under present laws would destroy the desirable features of this community, cause congestion in its streets and sidewalks and prepare the way for inevitable deterioration.

Hudson Heights

This planning district, taking up the southeast of Hudson City below Ferry Street and between Central Avenue and the edge of the Palisades, contains some of the better preserved portions of the city. The bulk of its eastern and northern part is occupied by well-kept-up single-family homes with yards and by occasional good apartment houses. The street pattern, while not unduly irregular and broken up, is sufficiently diverse to avoid monotony.

South of Hopkins Avenue, however, the vicinity of Oakland Avenue has deteriorated sharply and shows a sprinkling of semi-industrial intrusions and run-down tenements.

An area between Hoboken and Newark Avenues has been included in the Hudson Heights planning district. Because of superfluous and inefficiently laid out streets, extensive

blight and vacancy, much of this area appears ripe for redevelopment, a process already begun by the Housing Authority in building the 222-unit Hudson Gardens, probably the best located of the city's five public housing projects. Because of the metropolitan, non-neighborhood character of the Central Hill section to the south, it is felt that the best opportunity for future effective functioning of this area for good residential living lies rather in amalgamation with the rest of Hudson Heights to the north. Suitable landscape treatment of Hoboken Avenue and the system of Erie railroad vents, as also recommended in connection with Reservoir Heights, would do much to bring about such an amalgamation.

It is recommended that the portion of Baldwin Avenue within Hudson Heights be protected from any increase of through traffic, so that it may remain a desirable residential and neighborhood shopping street. The arterial circulation plan proposed in STREETS AND HIGHWAYS would accomplish this.

Attention should be given to the possibility of more intensive use of the hillcrest sites along Palisade Avenue, both south and north of Christ Hospital. The view towards the Hudson here is excellent and might justify the construction of modern multi-story apartments in conjunction with occasional small sitting parks. Effective smoke-abatement control over the industries of the Horseshoe section would necessarily precede such utilization; and in fact this is already overdue, especially in view of the present expansion of the hospital plant.

Hudson Heights shopping at present tends to be diffused, with a sprinkling of vacancies and marginal uses throughout many blocks of the district, although Baldwin Avenue between Fleet and Beacon Streets acts to some extent as a marketing center. It is proposed to limit retail business to these blocks, and to a small local marketing frontage on Central Avenue just south of the Reservoir. Existing Newark Avenue stores would continue to serve the southern portion of the area.

Several blocks centering on Oakland Avenue in the vicinity of Beacon have been established in the Master Plan housing studies as a potential redevelopment area. In connection with such future redevelopment, it is recommended that an ample school and park site, such as the area bounded by Jefferson, Baldwin, Beacon and Oakland Avenues, be set aside. An elementary school constructed on this site would efficiently serve the 3,500 families of Hudson Heights, replacing the

two present schools, P.S. 6 (twenty-eight years old) and P.S. 26 (fifty years old). Community cultural and recreation activities could conveniently center within the grounds of such a new school in a neighborhood park.

Reservoir Heights

Like most of the planning districts, Reservoir Heights is more a potential than an actual community unit. It consists of a grouping of irregularly shaped areas in the vicinity of the Hudson City reservoirs and astride the western part of Underwood Place, the street over the Depressed Highway cut. At present these areas have no effective tie-in with any real community nucleus; at the same time, none is large enough to create a community atmosphere within itself.

Several such fragments comprise Reservoir Heights. The southern part of the "Slope" is one, taking in the hillside which drops from Hudson Boulevard downward to Tonnele and from Manhattan Avenue to the point where the Erie Railroad cut emerges from the hillside. This area is similar in character to Penn Horn Slope already discussed, but is too far south to form an effective part of that community.

Another of the areas lies just north of Reservoir #2 and west of Pershing Field. This is a district of substantial single-family homes and occasional good apartment buildings on tree-shaded streets, similar in character to the southern part of the Pershing neighborhood already discussed. However, it is isolated from that neighborhood by the large Pershing Field and is too far from the center of the Pershing planning district to be an effective part of it.

South of the two reservoirs is a confused area of irregular streets bounded by Central Avenue on the east and by Newark Avenue on the south, lacking any community focus and bifurcated by the line of Underwood Place and the Erie Railroad air-vents. This area is badly blighted in spots by miscellaneous semi-industrial and wholesaling establishments; yet it contains several streets with architecturally interesting old houses. Extensive redevelopment is recommended here, but conservation and rehabilitation of the worth-while streets and buildings should be included in such a program.

As in many old and irregularly formed parts of the city, it is impossible to eliminate all through traffic arteries which traverse the proposed community. However, proper safety and landscape treatment of the railroad vents and the various awkward intersections along Underwood Place could convert

this eyesore, which now forms a barrier to community development, into a valuable parklike feature.

Like Bergen Avenue in Greenville, Summit Avenue is at its best as a lightly-travelled residential street, and it should be so zoned throughout the neighborhood except for the first block north of Newark Avenue where shopping is firmly established. Similarly, the present commercial zoning of Hudson Boulevard should be sharply restricted to a nucleus at its intersection with Underwood Place, where offstreet parking might be provided.

Two other local store centers on Manhattan Avenue, one at the foot of the hill near Tonnele Avenue, the other east of the Boulevard, would serve the northern parts of the district. The southern parts would remain convenient to the Newark Avenue retail district. Some neighborhood shopping might be supported on Central Avenue just south of the Reservoir.

Screen planting along the entire western border of the district, fronting on Tonnele Avenue and the industrial district beyond, is recommended as a measure of neighborhood protection. It is also recommended that every effort be made to utilize to full advantage the frontage around Reservoir #2. In particular, it is suggested that an elementary school site and park layout be planned along its southern edge near Collard and Laidlaw Avenues, where now a municipal pipe-storage yard and a number of small trucking and industrial establishments form a center of blight. Such a development could create an excellent focal point for the entire community. Footpath approaches to the school along both sides of the reservoir could then provide safe and convenient access to the school for children from the upper parts of the district.

The Vocational School at Hudson Boulevard and St. Paul's may remain in a use similar to the present, but acquisition of the remainder of the block in which it stands for additional grounds is suggested.

A possibility worth exploring would be the future use of the reservoir sites in the event that one or both of them should become unnecessary for the water system. Related as they are to Pershing Field, one of them might provide an ideal setting for a new High School in the heart of Hudson City if Dickenson should become a Junior College. The location would also be excellent for a permanent building to house the Hudson City branch library.

CENTRAL HILL DISTRICT

All cities show a tendency to develop around a central core of transportation, business and finance. It is in such downtown districts that the highest building and land values are found; department stores, hotels, theatres, tall apartments and similar metropolitan-type services are located and frequently municipal buildings and other government facilities.

This tendency has not been so clearly defined in Jersey City due to various influences, amongst them the proximity of New York (see ECONOMIC BACKGROUND) and the shifts in transportation means which, by drawing the center of movement away from the old waterfront terminals, inhibited the continued development of the older portions of the city.

However, the Journal Square tube station together with the complex of surface transportation systems, office buildings, movie theatres and shopping streets associated with it, now appears to be developing into such a central district. The influence of this process on the over-all economic health of the city may become considerable. A special section of the Master Plan has therefore been devoted to proposals for the rational design and improvement of the Journal Square District The natural growth of the city, guided and channelized by a broadly conceived program, should in time result in the formation of a well-organized, high-value center at Journal Square.

At the same time, however, the district immediately surrounding Journal Square is a place where many people live. In this aspect it comprises residential neighborhoods for which it must provide facilities and amenities for neighborhood living to as great a degree as possible.

The section falling under the influence of the "central business district" activity of Journal Square is a fairly large one, covering some 270 acres of land and containing the places of residence of more than 5000 families. It extends from Tonnele Avenue and Hudson Boulevard on the west to the edge of the hill on the east, and from Newark Avenue on the north to Montgomery Street on the south. It is broken up by an irregular street pattern, created by the convergence of several important north-south and cross-city arteries. It includes diversified features: the County Court House and penitentiary group east of Five Corners; Bergen Square with its several historical edifices and sites (such as the Dutch Reformed Church on Highland Avenue and the old Apple-Tree House on Academy Street); and the recent commercial buildings of Journal Square itself. It takes in a wide variety of housing: large high-

rental apartment buildings on Hudson Boulevard and lower Tonnele Avenue interspersed with substantial single-family homes; frame and brick houses dating from the mid-nineteenth century on the old and narrow streets south of Journal Square; wood and brick flats and tenements still farther south near Mercer Street and along Summit Avenue.

Such an urban complex does not fit itself easily into a conventional residential community pattern. The Central Hill planning district, therefore, has been subdivided into three lesser areas: the Journal Square central business district itself; an el shaped Civic Center reserve occupying the Island and the vicinity of Waldo Avenue and extending west between Newark and Pavonia Avenues; and the predominantly residential remainder of the district (to the south and west) which is called Old Bergen in this study.

Proposed treatment of the Journal Square area is discussed in the chapter CENTRAL BUSINESS DISTRICTS. That analysis concerns itself principally with such matters as traffic and transit improvements, shopping facilities and parking. So far as housing is concerned, it is suggested that within the immediate vicinity of the Square, apartments, apartment-hotels and hotels catering to a relatively cosmopolitan business and transient population will become predominant. Hence, the zoning scheme should be adapted to this type of development permitting the construction of tall buildings though requiring conformity to high standards for density, light and air, and also requiring provision of offstreet loading and parking facilities. As an expression of this trend the analysis contains a tentative proposal for housing redevelopment in a super-block bounded by Hudson Boulevard, Pavonia, Summit and Newark Avenues. These are conceived as multiple-story units designed around the requirements of the small business or professional household, interested primarily in convenience of commutation and office facilities rather than in domestic and neighborhood amenities.

It is anticipated that the growth of the Journal Square environs along these lines would be accompanied by an emigration of the families with several children in search of a family-neighborhood environment, especially in measure as the standards of the various other neighborhoods are raised in accordance with Master Plan recommendations. Smaller families with fewer or no children in turn would be attracted to make use of the new apartments and the housing so released

The exact boundaries of this inner Journal Square area cannot now be predicted; they will depend on the rate of commercial development here and general investment and market

conditions. Should an excessive traffic load warrant the construction of a Hudson Boulevard bypass for Journal Square, the western limits of the district thus will be extended; on the other hand, successful establishment of the Civic Center would encourage some expansion to the east.

The pattern of this projected Civic and Cultural Center development will be found discussed under the chapter of that name. Occupying the blocks between Chestnut and Waldo Avenues, overlooking the landscaped slope and park proposed to replace the Waldo railroad yards, as well as a westerly leg along Pavonia Avenue, such a center would be in good functional relationship with the Journal Square transport hub and would form a component part of the commercial, business and administrative life of the District. The proposed landscaped setting for municipal, county and federal buildings, extending towards Journal Square between Newark and Pavonia Avenues, would introduce into the central section an element of civic beauty and formality which is lacking at present.

Old Bergen, the predominantly residential remainder of the Central Hill district, forms a community of considerable size, lying roughly south of Newkirk Street and east of Summit Avenue. About 3500 families, two-thirds of the entire Central Hill population, are found within this area. Its natural shopping center is Bergen Square, where central-type stores are interspersed with neighborhood food and service shops. Immediately south of the square an impressive and well-placed church group on Bergen Avenue forms a cultural focus of architectural dignity. A small formal park north of Highland Avenue is recommended to round out and protect this group.

Local shopping frontages for the community are recommended for continued development on Summit Avenue between Newkirk and Academy Streets, on Baldwin Avenue between Academy and Vroom Streets and on Mercer Street north of the Armory. The Foye Place shopping center would continue as an important feature of the district. This might be expanded somewhat with the eventual removal of the Public Service vehicle storage buildings to lower-value land elsewhere.

In view of the probable commercial intensification around Bergen Square with the increasing intensity of land use in the entire vicinity of Journal Square, it is proposed to establish a community focus comprising a new elementary school with recreation grounds, farther south than the existing school and near the population center of this Old Bergen neighborhood. The block bounded by Jordan, Glenwood and Tuers Avenues and Vroom Street is recommended as suitable for this purpose.

It is well-located with respect to the church group, is off heavily-travelled traffic lanes and at present is occupied by old inappropriate and non-conforming industries and tenements assessed at low value, which exert a blighting influence on the general tone of the neighborhood.

To provide further active recreation space for the congested eastern part of Old Bergen and to act as a buffer against the industries at the foot of the slope, a large hillside park is proposed utilizing the rocky and sparsely built-up terrain east of Baldwin Avenue, between Montgomery and Vroom streets. This green area would also provide a more appropriate setting for the north approach of the Medical Center.

BERGEN COMMUNITIES

Marion

The Marion planning district takes in two areas now split by the commercial-automotive strip of West Side Avenue and unequally developed. The easterly of the two, extending up the slope to Hudson Boulevard, is fairly heavily built up. In the vicinity of Montgomery Street, where the old Bergen influence is strongest, this is an area of substantial single-family homes with front yards, interspersed with occasional high rental apartments. Along the Boulevard north of Stuyvesant Avenue and towards Journal Square, apartment houses of the better type predominate; while along Broadway and towards the foot of Pavonia Avenue, densely-occupied flats are the rule. In several blocks here, 100 or more families per net acre are housed, an extremely high population density.

The westerly half of Marion extending out on the flats north of the Holy Name Cemetery, however, is sparsely built up. Somewhat under a third of the land here is entirely vacant, and most of the housing is of the modest single or two-family type (excepting the 462-unit Marion housing project which occupies approximately 15 acres at the western edge of the district).

No well-developed shopping center serves Marion. Instead, along the various side streets there is a scattering of small stores of which a fifth are vacant or in non-shop use. A few small industries also occupy sites within the area, particularly along West Side Avenue and in the plot adjacent to Marion Gardens on the south.

It is felt that this western portion of Marion offers an interesting possibility for housing redevelopment in view of the relatively small present population and the high proportion of vacant land. Influences which have held back the development of the section, however, must be counteracted by proper community design. The heavy commercial traffic along Broadway and State Route #1 should be buffered by park strips, which would supplement the greenbelt border provided by the cemetery to the south. A new community recreation focus might be created through the acquisition of additional grounds around PS 35, which is well situated to serve both lobes of the community and hence create a sense of unity. A playfield in the northwest corner of the neighborhood would provide an outdoor sports area for youths, and at the same time give additional protection against Route #1 traffic noise.

A proposed Tube station at West Side Avenue would greatly increase the accessibility of the neighborhood, and a small shopping center along Broadway and West Side Avenue at this point could concentrate the scattered and poorly patronized local stores into a group which would effectively serve the area.

With these improvements, West Marion would provide a desirable setting for residential expansion. It is recommended that the site south of the present Housing Authority project be earmarked for an extension of the public housing project, Sip Avenue being vacated for this purpose.

The remainder of the area may be studied for privately-financed or Preiser Act developments which might combine taller apartments, garden-type apartments and single family homes in a rounded scheme. In connection with such developments, the street-tree planting now characteristic of the best streets should be extended throughout.

West Side Avenue, which separates West Marion from the eastern slope section by a barrier of automotive and commercial uses, should be de-commercialized by zoning changes where it passes through the neighborhood, except for a small shopping frontage with offstreet parking. This measure would eliminate the blighting action of the thoroughfare and would help bind east and west Marion into a cohesive community, so that the densely populated slope section might benefit by the new parks and amenities established in the lower area. However, PS 23 might continue to function as the primary school for the eastern section, to make it unnecessary for the smallest children to cross West Side Avenue. The grammar school children, being older, might all use PS 35 with its enlarged grounds.

The block partially occupied by St. Peter's college at the extreme south end of the neighborhood offers a natural cultural center, and full occupancy of the block by this and similar institutions, with landscaped grounds, should be encouraged by zoning.

That portion of old Marion lying north of Broadway and under and beyond the Skyway, although it still contains some residences, is considered to be in a functionally industrial section and should be zoned as such. Families from this section should be encouraged to move into other residential neighborhoods.

Lincoln

This district, comprising some of the best parts of the Bergen section and bordered to the west by the expanse of Lincoln Park, takes in one of the most substantial and prosperous portions of the city. Formerly almost exclusively of large single-family homes, portions of Lincoln in recent decades have been built up heavily in apartments occupied by higher income residents. A greater-than-average number of religious and eleemosynary institutions such as academies, lyceums and philanthropic homes are located in this area, while industrial or other incompatible uses of the land are at a minimum.

Monticello Avenue was formerly the fashionable shopping street of this community but in recent decades has tended to become more identified with the Fairmont district to the east, and has suffered from the contraction in purchasing power and the competition of Journal Square.

A new shopping center has developed, however, along West Side Avenue south of Montgomery Street, serving the bulk of lower and western Lincoln, and drawing on the St. Aloysius's parish section between Lincoln Park and the Holy Name Cemetery. The northerly portion of Lincoln is adequately served by the shopping center on Montgomery Street and Bergen Avenue in the vicinity of Foye Place.

The Lincoln planning district as a whole has remained free from blighting influences. However, further uncontrolled construction of multi-story apartments covering an excessive fraction of the land would tend to impair the desirable residential character here and should be restricted. The growth of a semi-industrial automotive servicing zone along Communipaw Avenue, the southern boundary, also exerts a blighting influence which has already nullified much of the beneficial effect of the southern fringe of the park. This type of

activity should be restricted to portions of highways bordering on industrial and heavy commercial zones.

Of the three north-south arteries traversing Lincoln two, Bergen Avenue and Hudson Boulevard, have fortunately been zoned effectively against business and have remained desirable for residence. The upper end of Bergen Avenue has also developed into an excellent institutional avenue which should be given careful protection. With the nearby Boulevard serving adequately for through traffic, Bergen Avenue should be limited to local traffic. West Side Avenue, the third north-south highway, has had a natural limitation of available frontage forced on it by the existence of the Park and cemetery and so has avoided the spotty ribbon development characteristic of overzoned business streets.

Although somewhat large in area (210 acres) and in population (4560 families), Lincoln does not require a proportionately important school plant, due to the high percentage of private school enrollment here. It is proposed eventually to replace the 50-year-old PS #17, on lower Duncan Avenue, with an adequate school site and park farther east towards the center of the district on a Boulevard location taking in the present Voorhis Quadrangle. Crossing of the Boulevard, and of West Side Avenue, by school children would have to continue at police-controlled points.

Little expansion of park facilities here is believed necessary, due partly to the proximity of Lincoln Park with its extensive playfields and green areas and partly to the unusually high proportion of private yards and institutional grounds.

The shopping pattern is expected to remain substantially unchanged, except that it is recommended that commerce be zoned away from Communipaw Avenue for the entire south park frontage and as far eastward as Bergen Avenue. There is very little neighborhood shopping in this stretch at present, and the existing automotive commerce is an unsuitable intrusion into a residential part of the city and a potential threat to the adjoining residential values. Completion of the proposed Newark Bay bridge and circumferential expressway in any case should remove much heavy through traffic from Communipaw Avenue and thus simplify the problem of making this change.

Bergen Heights

This is a centrally located planning district bounded on its east and west sides by business avenues, Jackson and West Side, and traversed by two non-commercial thoroughfares, Hudson Boulevard and Bergen Avenue. Its northern limit is set by the heavy traffic of Communipaw Avenue, while its natural southern boundary is the Central Railroad of New Jersey cut, which in this stretch is not bridged as frequently as it is in the Arlington district to the east.

The central and westerly portion of Bergen Heights is made up primarily of substantial single-family homes with yards and a sprinkling of better apartment houses along the thoroughfare frontages. To the east the housing tends to deteriorate into tenements, many of them unsafe and unhygienic, old and of the 2 to 3 story wooden type. Particularly in the north east, where the blighting action has proceeded farthest, Master Plan recommendations call for demolition and redevelopment as part of a general program of reclamation of the upper Jackson Avenue vicinity.

Public School 14 on Union Street, serving this congested western lobe of the district, with only a half-acre playyard, is one of the most crowded schools in the city and is in urgent need of replacement. In view of the almost total lack of public open spaces within the entire planning district, it is proposed that a large community park and elementary school site be set aside between Union Street and Boyd Avenue, extending from the Boulevard to Bergen Avenue. A school constructed here would be sufficiently central to serve the entire district, and it is recommended that the site of P.S. 14 be converted into a playground. The present grammar department of PS 24, on Virginia Avenue to the east, would also be served by the new school, but the former building might continue in use as a primarly school only, so that the younger children of west Bergen Heights would not have to cross the Boulevard to go to school.

A park screen strip containing garage compounds, playlots and sitting greens is also recommended along the frontage on the railroad cut to the south: the land for this strip to be reclaimed from industries now located here and from miscellaneous garages, vacant parcels, etc.

With flourishing retail avenues (Jackson and West Side) at the east and west borders of the district, no material change in the marketing facilities is anticipated. However, as discussed in the paragraphs on Lincoln the clearance of automotive commerce from Communipaw Avenue is recommended.

Such clearance would help ensure the maintenance of good residential conditions continuously throughout the important central part of the city and would bring the influence of Lincoln Park closer to Bergen Heights.

Similarly, it is urged that non-conforming business uses be removed as rapidly as possible from Hudson Boulevard where it traverses this district, that Bergen Avenue be rezoned for residence only and traffic control measures be taken to discourage the use of Bergen Avenue as a through artery. Automotive service establishments have begun to make their appearance on residential Bergen Avenue -- a warning of coming deterioration.

As recommended for Lincoln and elsewhere in the city, restriction of lot coverage and height of future apartment construction is indicated for Bergen Heights, as a means of preventing blight caused by spotty overbuilding with its resulting congestion.

West Bergen

This is a remarkably homogeneous planning district occupying the level land south of Lincoln Park between West Side Avenue and the State Highway. The housing here is almost entirely of the two-family flat type with small front yards. Streets are wide in appearance and fairly well planted in trees.

However, towards the heavily-travelled state highway the area deteriorates, showing a large proportion of vacant parcels and a tendency to dilapidation. Lumber yards and warehouses scattered along the highway frontage contribute to the blight. Since the total amount of this heavy commercial development here is comparatively small, and since the waterfront west of the highway is totally vacant and is reserved in the Master Plan for future park expansion, it is recommended that the entire strip between Bennet Street and the highway be acquired as a buffer park to insulate the neighborhood from the heavy highway traffic. There are several temporary veterans' housing groups now occupying portions of this strip. These might be replaced by housing projects oriented away from the highway and sheltered from it by private garage compounds or other suitable structures.

A similar protective belt is needed along Yale Avenue, the southern boundary of the district. The industries to the south are heavy and form a part of the Droyers Point-West Side industrial planning district, which is expected to

be permanent: hence the need for effective screening from the residential section.

Once guaranteed protection of this kind, West Bergen offers a good field for private home construction, since many vacant lots are available and the over-all density is quite low.

A further measure of improvement recommended is the clearance of automotive commerce and servicing from Communipaw Avenue, as discussed elsewhere, in order to reclaim the frontage of Lincoln Park for its proper use as a neighborhood amenity. The utility of the park to the community could be still further increased by converting the broad but little-used plaza at the north end of Mallory Avenue into a landscaped mall, as a southern extension of the park atmosphere. A bold axis tying the community together and leading to the park could then be created out of the existing Mallory Avenue.

At the south end of the mall, the block bounded by Clendenny and Williams Avenues would make an excellent central site for a community center, elementary school and park, whenever PS #33 on Union Avenue is outgrown or retired.

The marginal shopping now scattered along Mallory Avenue should be consolidated in one compact frontage south of the community center site. To serve the northwest corner of the area and at the same time tap a motoring clientele, a highway-type market with offstreet parking might be developed in the block west of Marcy Avenue, in proper relation to the traffic circle planned for the intersection there. A similar development in the southwest corner, at the junction of Yale Avenue with the highway should also be provided for in the zoning. The rest of the marketing requirements of the district could continue to be accounted for by the well-established West Side Avenue shopping strip.

Arlington

Arlington is a planning district of considerable variety, and occupies the land sloping from Jackson Avenue to the waterfront flats between Communipaw and Claremont Avenues.

The triangle of Arlington Park, with the adjacent cluster of church buildings at the intersection of Grand and Bramhall Streets, provides a fine neighborhood focus for several streets of good residences bordering it. The

irregular blocks to the northwest of the park, lying in the backwater between Communipaw Avenue and Grand Street, share in this beneficial influence. Although densely built up in 3 and 4 story masonry flats of an early vintage, the architectural design is harmonious and the relative absence of traffic is an asset. Interior modernization and conservation of the buildings, some of which are lacking in modern facilities, would ensure the stabilization of values in this portion of Arlington. Steps should also be taken to prevent an influx of through traffic that speeds through the quiet streets in order to avoid the Junction.

The part of the planning district sloping east from Ocean Avenue is also a good section, principally of single and two family homes. Only at its lower edge, along Garfield Avenue with the industrial frontage beyond, are deteriorative influences felt.

West of Ocean Avenue, however, extending to Jackson Avenue, is a distinct area of blight and substandard dwellings, characterized by congestion, dilapidation and obsolete tenement housing. This area has been earmarked in the Master Plan for future demolition and redevelopment.

Ocean Avenue, which now serves as a through traffic and truck route splits the district and shows the tendency to deterioration often connected with this type of thoroughfare. Many shops along it are marginal and occasionally even vacant, inviting semi-industrial occupancy. With the completion of the proposed circumferential highway to the east, through traffic and trucking should be discouraged on Ocean Avenue and business uses excluded from it where it traverses Arlington, except for a compact neighborhood shopping frontage, perhaps between Union and Atlantic Streets.

The Newark and New York branch of the Central RR of New Jersey which traverses the district in an east-west direction in an open cut, is not an important dividing and depreciating factor, probably because the cut is narrow and deep enough virtually to conceal trains passing through it, and because it is bridged frequently. In any event, traffic along this right-of-way is expected to remain light. It is proposed to utilize a site along the northern border of the cut, between Clerk Street and Garfield Avenue, as a district park and elementary school site, serving the 2800 families of Arlington. Where Arlington Avenue crosses this site, it might be closed and its right-of-way incorporated in the park. Footpaths, landscaped along the upper edges of both sides of the cut, could provide safe access to the school grounds

for children living in the westerly neighborhoods of the district, since they could underpass all the north-south avenues. The park greenbelt would be extended northward along the east side of Randolph Avenue as far as Bramhall Street, to insulate the industrial frontage on Garfield Avenue. A similar insulating strip, which would at the same time provide an adequate playfield, would extend for a block south of the cut, on the eastern side of Garfield.

The bulk of the shopping needs of this district would continue to be filled by the thriving Jackson Avenue retail ribbon. However, additional shopping frontages should be provided in the extreme southeast corner of the neighborhood along Garfield Avenue, where they could also tap automotive trade, and in the northwest corner along Grand Street and Communipaw Avenues as part of the Junction retail nucleus.

Fairmount

Fairmount takes in the hill area bounded by Montgomery and Communipaw Avenues, from Bergen Avenue eastward to the edge of the slope. An old single-family residential section in a fairly good state of preservation, its population density is average for Jersey City, some 19 families per gross acre. The street pattern is irregular, due partly to hilly topography and partly to the fact that the section is formed of several old, formerly separate neighborhoods. However, this irregularity is well adapted for residential streets which do not have to carry heavy traffic.

Lincoln High School and the School Board Administration Building, fronting on Communipaw Avenue between Crescent Avenue and Park Street, form a neighborhood asset of some importance architecturally, even though the open areas of their grounds are not available for actual community activities. The same may be said of the Medical Center fronting on Baldwin and Montgomery Avenues. Although impressive esthetically, with the buildings forming a monumental feature, the grounds do not figure in the neighborhood life in the sense that a park or playground does.

Monticello Avenue, once one of the finest shopping streets of the city, traverses the western part of the section as a local north-south artery and is still the main street, although it has declined in relative importance for reasons discussed elsewhere. The STREETS AND HIGHWAYS portion of the Master Plan calls for direct linkage of Monticello Avenue with the north end of Jackson Avenue; and this together with general improvement of the neighborhood should stabilize Monticello as a prosperous retail avenue.

At Summit Avenue in the eastern part of the district, a more drastic re-alignment is called for in the streets and highways program. To improve the efficiency of this portion of Summit as an artery for local north-south movement, a new connecting link with Ocean Avenue is proposed, bypassing the difficult Junction intersection by running on a new alignment to the east of Park Street into the upper end of Arlington Avenue. The steep and narrow sections of Summit Avenue and Prescott Street to the east of this new alignment would be abandoned by the city and reclaimed for private use, through incorporation in a new super-block development fronting on the Junction and extending down the slope to Cornelison Avenue. A buffer-strip is recommended along Cornelison to provide protection against the miscellaneous industries occupying the flatlands which threaten the hill slope with blight.

Park Street, the present easterly border of the School Board grounds, would also be abandoned, and the additional area so obtained incorporated in the school grounds, which would be extended northward to fill out the rectangle bordered by Astor Place.

An effective community center and elementary school is needed in Fairmount and it is proposed that this be obtained through acquisition of the southern portion of the block between Storms and Fairmount avenues on which P.S. 18 now stands. Eventual consolidation of the functions of 75-year-old P.S. 12 on Astor Place with those of P.S. 18 in a new school plant here would be desirable. The 3.8 acres of the site would permit in addition the laying out of adequate playground and community recreation areas.

The shopping pattern for Fairmount would continue to be dominated by Monticello Avenue. However, the Foye Place junction of Bergen Avenue and Montgomery Street would remain an important sectional shopping center; hence, offstreet parking is recommended behind the stores adjacent to Fairmount and Storms Avenues. From here eastward to the Medical Center, Montgomery Street would continue as a retail thoroughfare, perhaps with eventual relocation of the bus terminal buildings opposite the armory to a more appropriate place.

The southerly portion of the district would be served by the Junction shopping center, with modern store frontages built in connection with block and lot redevelopment. These might extend from the new Summit Avenue alignment, eastward to its old alignment at the foot of the hill and with off-street parking in the rear.

The large triangle of flatlands adjoining Fairmount to the east, bounded on the north by Montgomery Park and on the east, by the National Docks railroad trestle and Grand Street, forms a "problem area" of miscellaneous low-grade land uses, junk and storage yards, a few industries, a few slum residences and many vacant parcels. Such a conglomeration of land-uses, next door to the Medical Center and fronting on Montgomery Park, one of the city's major public open areas, is highly undesirable; Blight from this section has already begun to spread up the hill to the westward in several places.

The future of this parcel is uncertain. Combined land and improvement assessments here are very low, as is likewise the population density, and this factor might at some time justify a sweeping housing redevelopment program which would completely transform the character of this area so that it could become a creditable setting for the Medical Center and an asset to the city. In such an event, the residential neighborhood so created should be designed in proper relationship to Fairmount, and possibly as a component part of that community.

An alternative would be the acquisition of at least the northern part of this triangle for a large sectional park and playfield area incorporated with the present Montgomery park. In preparation for either eventuality, it is recommended that the city retain title to delinquent properties which it acquires here.

GREENVILLE COMMUNITIES

South Arlington

Topographically, this planning district is an extension of the southern portion of Arlington, from which it is separated only by the traffic of Claremont Avenue, the local east-west street connection. However, it represents a mass of population too large and too far removed to form a functioning part of the Arlington community unit and consequently comprises a planning district of its own.

A distinguishing characteristic of this section is its homegeneity, consisting as it does almost entirely of long blocks formed by streets running eastward from Jackson Avenue and down the easy slope to Garfield Avenue. These blocks are solidly built up in one and two family homes, with small front yards. Since the arrangement of the streets keeps traffic and traffic noises of the north-south commercial avenues at a distance, and since tree-planting is

fairly continuous along the east-west streets, their character is ideal for residences.

However, as a potential community the section is lacking in any distinguishing central feature. It is proposed, therefore, that when the industrial and heavy commercial establishments occupying the blocks between Wilkinson and Bayview Avenues are finally amortized and moved to a more suitable location in accordance with the general program of industrial land-use rationalization, the blocks so released be converted to a community park and elementary school site of generous proportions, extending from Ocean Avenue through to Garfield.

A school placed on this site would advantageously serve the 2600 families of the neighborhood, replacing the half-century old structure of P.S. #29 on Rose Avenue, with its inadequate half-acre play-yard. The new school grounds and park would then serve as a public breathing-space and community focus for an extensive and densely populated portion of the city which now lacks any such amenity.

As a further neighborhood improvement and protective feature, extension of a buffer greenbelt is recommended east of the Commercial Street right-of-way to the old Morris Canal Bed, from Caven Point Road south to Bidwell. The slope here is unfit for building, but could be planted and laid out for playlots and sitting parks commanding a view of the bay.

Ocean Avenue, where it traverses the lower part of South Arlington, is far enough from Jackson Avenue and draws upon a sufficient depth of built-up blocks on both sides to act as a prosperous shopping avenue for several blocks. It is therefore proposed to zone it for this purpose from Wegman Parkway northward to Wilkinson Avenue, preserving a central mall into the new park to the east of Ocean Avenue somewhere in the block between Bayview and Wilkinson Avenues. North of this point, Ocean Avenue by rezoning should be restored to residential use, an improvement which will become feasible when through heavy traffic is bypassed over the projected county expressway to the east.

Audubon

Audubon slopes westward from the natural central dividing line of Jackson Avenue to the industrial frontage on the flats across West Side Avenue. It is set off from Bergen Heights to the north by the cut of the Newark and New York branch of the Jersey Central Railroad, which is bridged in

only two places within the districts limits. To the south the cross-town through route of Audubon Avenue forms a line of demarcation.

Audubon repeats fairly closely the housing pattern of similarly-placed Bergen Heights. In the vicinity of Bergen Avenue and Hudson Boulevard, large single-family homes and occasional good apartments predominate. Toward the west there are some fine streets of homes, but behind the Normal College is one of the few remaining large areas of vacant, buildable land. In the other direction, approaching Jackson Avenue, flats and tenements make their appearance. Again as in Bergen Heights, the northeast corner of the district (here adjacent to the railroad cut, rather than Communipaw Avenue), shows advanced blight and has been carmarked for redevelopment in the Master Plan.

An obvious need of this community is for a screening park strip along West Side Avenue, which fronts upon a district of heavy chemical and metallurgical industry firmly entrenched about a railroad spur. A similar strip is called for along the railroad cut to the north, together with the elimination of some small intrusive industries there.

Audubon is unusually well-supplied with public edifices of a formal character: the State Normal College Campus, the buildings and grounds of Snyder High School and the Moore school for crippled children grouped facing each other along the Boulevard.

An appropriate site for an elementary school to serve Audubon lies just to the north of the State Normal campus. This site could be increased in size by abandonment of the eastern end of Culver Avenue, which separates it unnecessarily from the normal school campus. Parking for the latter might be rearranged suitably to the south of the building.

A special feature of Audubon is the proposed 18 acre Prudential Housing Project, which if built would occupy the land west of the Normal College. This tract has been laid out as a three-story garden-apartment development with a gross population density of about 27 families per acre including streets, about one-fourth higher than the present average density of the district as a whole. However, play areas and considerable open space are provided within the project. Upon completion the population of Audubon would be increased by 654 familes to a total of 3400 families, and the need for a community elementary school would become even more urgent than now.

It seems unfortunate that the design of this otherwise carefully thought out project does not utilize its own parking and garage area as a buffer zone along West Side Avenue, the need for which is discussed above.

Nearby Jackson Avenue will continue to serve most of Audubon's shopping needs. However, two blocks of business frontage are proposed on West Side Avenue just below Audubon which will be available to the southwest part of the community. In addition, the Sterling Avenue shopping nucleus (discussed under the Sterling planning district) will be conveniently available to the Prudential Site and to the lower part of Audubon by means of a proposed pedestrian connecting mall, which might be continued northward in Audubon.

Rigorous restriction of Bergen Avenue and Hudson Boulevard to residential usage is considered essential to the well being of this section.

Sterling

Sterling occupies the land between Jackson and West Side Avenues, from Audubon Avenue south to Danforth. It is one of the more recently developed portions of the city and is built up almost entirely in two-story one and two family residences on lots averaging 25 to 35 feet in width.

The quality of the housing varies, being at its best in the vicinity of Hudson Boulevard and Bergen Avenue and declining towards the western part of the district. Along West Side Avenue, where an entrenched industrial area (the Droyers Point - West Side district) fronts, the least desirable housing is found, with a marked percentage of vacant lots and some blighted structures.

Due partly to these vacant parcels and partly to the low average building heights, the population density of Sterling is well under the city average: in the vicinity of 17 families per gross residential acre.

On the whole this planning district is almost completely lacking in parks, schools and similar public facilities, possibly because of its comparatively recent and rapid growth. Only its extreme northeast corner is well served. Audubon Park acts as an excellent recreation and green area for the several blocks of good apartment buildings and homes characteristic of the land between the Boulevard and Bergen Avenue.

However, at the lower end of Sterling, near the intersection of Fowler Avenue with the Boulevard, an interesting nucleus of public buildings is found, consisting of a hospital and a branch library facing P.S. #34 across the Boulevard. A large orphanage with landscaped grounds, between Stevens and Van Nostrand Avenues to the west, adds to the extent of this institutional group.

It is proposed that this miniature civic center be rounded out and made a community feature of this district by the acquisition of adequate grounds for landscaping. The triangular block north of the library and the remainder of the block in which the library stands might be acquired as a formal park. The easterly part of the block containing the orphanage, together with an additional underdeveloped block beyond, between Van Nostrand and McAdoo Avenues, might then become the site of an elementary school with attached community recreation grounds. Sterling Avenue where it traverses this site could be abandoned and its land added for full use.

At the north end of Sterling Avenue, another, smaller park is proposed, connected through to Audubon Avenue by a pedestrian mall. The Sterling Avenue shopping center, between Fulton and Armstrong Avenues, would then be available to neighborhood dwellers and to shoppers from lower Audubon, to the north, but would be protected from undue through vehicular traffic.

Additional neighborhood shopping frontages are recommended on West Side Avenue for a block each side of Stegman Parkway; on Hudson Boulevard for two blocks on each side of Danforth Avenue; and at the intersection of Danforth Avenue and State Route #1. This last might be of the roadside market type, with offstreet parking provided.

To ensure the permanent protection of the planning district, a buffer-strip is proposed along the blocks fronting on West Side Avenue, as similarly proposed for Audubon. This strip could be made up of garage compounds, sitting greens, play-lots and landscaped portions, and it should take in the several parcels now devoted to emergency veteran's housing.

Bayside

This is a large and densely populated neighborhood extending east from lower Jackson Avenue to the industrial waterfront in the vicinity of Bayview Cemetery and Bayside Park. To the north it adjoins South Arlington, from which it is separated by the crosstown traffic of Wegman Parkway. On the south it

is bounded by Bayside Park, Bayview Cemetery and the line of Danforth Avenue.

Like many Greenville neighborhoods, Bayside is characterized by long blocks of closely-spaced single and two-family residences, with occasional flats. The orientation of these blocks, at right angles to the busy north-south avenues (Jackson, Ocean and Garfield), effectively keeps the noise and hazards of heavy traffic away from their inner residential parts.

Bayside Park, which dips eastward from Garfield Avenue in the southern part of the district, is an important area of green open space, offering a view across the Upper Bay. The cemetery to the south provides a large area of green; but it does not form a neighborhood amenity, not only because of the necessarily restricted nature of cemetery use, but also because the various streets fronting on it are not built up to advantage. Ocean Avenue, zoned for business where it borders the cemetery, has been blighted by a few marginal commercial uses which appear to have discouraged the building of good houses overlooking the view beyond. Cator Avenue along the south edge is largely taken up with stall garages, while a sizable area at the northwest corner of the cemetery is used for rough equipment storage.

This outlying park and cemetery expanse, is too far from the center of Bayside to be readily available in the daily life of the people, and hence all the rest of the closely-built 212 acres of this planning district is unrelieved by public recreation grounds or landscaped areas.

It is therefore proposed to earmark an ample community park and school site in the two interior blocks bounded by Fulton, Armstrong and Rose Avenues and Van Cleef Street. An elementary school constructed here could efficiently serve all the 4500 families of the district, replacing the three schools, all nearing the half-century mark, which now do duty in this part of the city.

PS #34, on Hudson Boulevard and Warner Avenue, is well-located with respect to transportation and to the Sterling institutional group across the way (library, hospital and orphanage), and might be converted for use as a vocational school or for some other special educational function serving all of Greenville. PS #20 on Danforth Avenue might be utilized as a primary department for smaller children of the southern part of the district. The site of PS #15 on Van Cleef Avenue could eventually be devoted to a supplementary playground or sitting green.

The effectiveness of the central school park could be considerably increased by converting Rose Avenue and Van Cleef Street, in their between-street intervals, into pedestrian malls for several blocks north and south of the park. This would extend a belt of green through the densely built up community and would provide pleasant and convenient access to park and school. A playing field is proposed on the largely vacant tract immediately south of the cemetary and east of Garfield Avenue. This would provide badly needed outdoor game areas for the youths of the district, and it would extend the greenbelt protection against the railroads to the east.

Bulk shopping needs of the Bayside district would continue to be served by the Jackson Avenue frontage, which is solidly developed as far south as Warner Avenue. Ocean Avenue, although zoned for business for its entire length, is spottily developed throughout most Bayside showing intermixtures of residence frontage and marginal uses or vacancies in every block. It is therefore recommended as part of the program for reclamation of Ocean Avenue as a good residential street, that business frontage be restricted in Bayside to one block south of Wegman Parkway (continuous with the South Arlington shopping nucleus here); to a second block between Fulton Avenue and Woodlawn Avenue; a third immediately north of the cemetery and a fourth immediately south between Cator and Danforth Avenues. The extreme southwest part of the district would be also convenient to the lower Hudson Boulevard and the Ferris Triangle shopping centers in the vicinity of Danforth Avenue.

Lafayette

This planning district represents one of the most serious cases in the city of blight due to the close proximity of heavy industry. Lying on the waterfront flats southeast of the old Morris Canal bend and adjacent to the trunks and important marshalling yards of the Central Railroad of New Jersey and the Lehigh Valley Railroad, the residential part of Lafayette has become virtually an island surrounded by heavy industrial yards and plants, and in some cases penetrated by them.

A few fairly good old residential blocks are still to be found, particularly on Pacific Avenue just south of Communipaw Avenue. The bulk of the 2900 families of Lafayette, however, are housed in frame tenements and flats. The 129 acres of housing so composed, according to the latest U.S. Census (1939), exhibit more substandard factors: age, overcrowding, lack of private bath or need for major repairs over a greater area than any other large portion of the city.

Some ten churches and church institutions serve the population here, as well as a school (PS #22) and a 3½ acre park, which at present is about half devoted to playground uses. In addition, Lafayette Gardens, a 490 unit federal housing project, is situated at the northern end of the district, fronting on Grand Street and on Pacific Avenue.

Three heavily travelled streets - Pacific Avenue in the north-south direction and Johnson and Communipaw Avenues in the east-west - pierce directly through residential Lafayette. The only public open space in the neighborhood at present (excepting several dirt playgrounds) is Lafayette Park, whose frontage on three sides is almost entirely preempted by industries.

In view of these various drawbacks to neighborhood living and the virtual isolation of residential Lafayette from the rest of the city, only the most drastic measures are likely to prevent this section from undergoing further deterioration with serious social and economic consequences.

It is recommended therefore that an inviolable residential boundary for Lafayette be established: on the west along Van Horne and Woodward Streets; on the south along the Central Railroad line, on the east along Monitor Street and on the north along the trestle and Grand Street. All industry within this boundary should be regarded as intrusive and eventually should be removed in accordance with the general policy of industrial land-use rationalization (see WATERFRONT, MANUFACTURING AND HEAVY COMMERCE). A system of landscaped park strips containing playlots, sitting greens and automobile garage compounds should be set up along these boundaries as permanent protection for the resulting residential island. Between Pacific and Whiton Avenues and just north of the railroad, it is proposed that the buffer strip be expanded into a block-size playground for the youths of the neighborhood.

Shopping, at present scattered haphazardly throughout Lafayette and showing considerable vacancies and marginal uses, should be concentrated in several compact and effective frontages such as along Communipaw in the eastern and in the western portions and along Pacific Avenue in the northern.

Even with these measures, wholesale redevelopment of the bulk of the area will eventually be necessary in view of the unsafe and unhygienic nature of a large proportion of the housing. As in all the rest of Downtown, effective smoke control will be essential to the restoration of permanently good residential living conditions here.

Columbia

This planning district occupies the southeast extremity of the city, below Danforth Avenue and east of the Boulevard. It is characteristically a quiet section of one and two family homes, sometimes closely-spaced, but with sufficient lightly-travelled and tree shaded streets to mitigate somewhat the tendency toward congestion. The slightly irregular street pattern avoids the monotony of an unbroken gridiron layout, and in addition there are a number of old residences and buildings of architectural value.

Columbia Park, the principal public open space of this section, is an excellent neighborhood park. Laid out and planted in an informal and inviting manner, it is almost completely surrounded by well-kept-up homes and serves as a natural center of relaxing recreation for the area. Here is a demonstration of the way ratables, lost when land is turned into park use, may be recaptured by the increase in value passed on to considerable other property for some distance in all directions.

Old Bergen Road, which passes the eastern edge of the park in its diagonal course across the district, has retained something of the quiet residential charm of an earlier period. Towards its upper end, between Linden and Lembeck Avenues, a group of church buildings forms an interesting focal point.

To the south and east this planning district suffers from the proximity or intrusion of unbuffered railroad, trucking, storage and industrial uses. Danforth Avenue has also begun to show signs of deterioration, due to the appearance of the noisy repair and accessory shops associated with heavy commercial traffic. Lower Ocean Avenue tends to show marginal or submarginal uses due to overzoning for business and the consequent renting of stores for miscellaneous alien activities.

The population density of Columbia is one of the lowest of all the planning districts: about 13 families per gross residential acre. This is due to the predominance of single-family dwellings, the sprinkling of vacant lots (particularly in the eastern portion) and the occurrence of several large undeveloped parcels in the south along the Lehigh Valley-Pennsylvania Railroad transverse embankment.

The entire southern and eastern border of Columbia, fronting as it does on railroad property, needs screening as a measure of neighborhood protection. To some extent, the houses fronting on the east side of Princeton Avenue have always protected the area just west of them from the noise and smoke of the railroads. It can now be observed, however, that

these Princeton Avenue row houses are in danger of being abandoned and demolished, and that the process may spread inland if unchecked. Buffer strips accordingly are recommended: east of Princeton Avenue; along the industrial frontage of Gates Avenue; and along the Lehigh Valley-Pennsylvania right-of-way westward to the route of the proposed trans-Bayonne expressway, which should also be bordered with landscaping.

With the future natural increase of population in Columbia, a new centrally located school site is recommended between Old Bergen Road and Ocean Avenue, diagonally across Old Bergen to the north of Columbia park. A narrow park or mall connecting this site with the church group one block farther north is also recommended, as is the acquisition for a landscaped park of the remainder of the block in which the charitable home is located. The five blocks of "green" frontage so created along Old Bergen Road would enhance the pleasant character of this street and make of it an attractive focal point for community life. Except in the vicinity of Ferris Triangle, the present business zoning of Old Bergen Road should be changed to residential as an additional safeguard, even though some of its stores are presently thriving. We believe these would prosper even better elsewhere within the neighborhood when the latter is fully developed. Shopping on Ocean Avenue should be restricted to the three blocks between Pearsall and Seaview Avenues, where it is now best established, and the remainder of the avenue should be reclaimed for residence. Similarly Hudson Boulevard needs to be restricted except for two blocks serving the northwest corner of the neighborhood just below Danforth Avenue and two blocks from Winfield Avenue south.

The Street and Highway program of the Master Plan calls for the rerouting of the lower extremities of Old Bergen Road and Ocean Avenue, so that they will make direct connection with Avenue C and Broadway in Bayonne. It is recommended, if possible, that this realignment be undertaken in connection with a redevelopment of the enclosed property so that full advantage will be taken of the improved shape of the land between the two streets.

Romar

This planning district is potential rather than actual, as far as residential organization is concerned, consisting as it does of a spottily built up and sparsely populated residential section south of Danforth Avenue and sloping westward from Hudson Boulevard toward the old Morris Canal. The presence of two or three long-established industries on the railroad spur and the threat of a marshy and unzoned waterfront

have automatically held back residential development here, in spite of accessibility via State Highway #1 or the Boulevard and a fine view across Newark Bay.

It is felt, however, that with the extension of the state highway south of Droyers Point and the consequent formation of a 50-acre tract of filled land adjacent to the canal right-of-way, a remarkable opportunity exists to create an attractive new residential neighborhood. No other vacant tract of comparable size and location exists in the city, and every effort should be made to see that it is developed as a well-planned whole by a responsible agency, private or public. A modern housing project, with provision for a central community park and elementary school and with screen landscaping along the highway, would firmly establish the desirable character of the area. Coincidentally, the economic removal of two or three industries to designated industrial areas and the landscaping of the remaining ones might be effected, and the railroad spur abandoned, allowing the Droyers Point industries to be served by a new spur from the Jersey Central cut (see TRANSPORTATION). The improvement of the low land ought in turn to react favorably upon the older slope portion of the district, encouraging private building on vacant parcels and the rehabilitation of existing residences.

To ensure such a future program, it is recommended that the tract of filled land be zoned for residence, and that the present virtually unused business zoning of Romar, Greenville and Fowler Avenues within the district be changed to residential, while the light industrial zone in the southwest corner be abolished. Shopping should be concentrated and limited to several frontages along the Boulevard and on Danforth Avenue. At the same time, steps should be taken to ensure that the alignment of the trans-Bayonne freeway and the approaches to the legislated Newark Bay high level bridge be planned in such a way as not to cut through or otherwise blight the waterfront tract.

Due to the small present population of Romar, no schools or other public facilities can be financially justified; dwellers within the area must continue to depend on facilities in the adjoining districts until the new development outlined above takes place.

DOWNTOWN COMMUNITIES

Hamilton Village

Together with "Van Vorst" to the south of Newark Avenue, Hamilton Village represents the portion of old residential downtown Jersey City that has survived after several generations of steady commercial and industrial expansion. Its eastern boundary is formed by Henderson Street, which as the principal north-south trucking route, skirts a solid waterfrontage of warehousing, railroad yards and manufacturing establishments. To the north the Erie Railroad trestle of the Pavonia terminal feeder marks the effective limits of the community, beyond which the heavy traffic of U.S. Route 1 and concentrations of terminal buildings, warehouses and industrial plants dominate over a number of residential blocks which do not appear tenable in the long run. Holland Court, the 172-unit Federal housing project, stands in an isolated island of residential use in this industrial territory.

To the west of Hamilton Village lies a fringe of vacant plots, junk and storage yards and occasional industries occupying the flats at the base of the hill and served by the Junction railroad. The natural southerly border of the neighborhood is Newark Avenue, with its several blocks of central shopping and its traffic between Journal Square and the Paulus Hook waterfront. In addition, Hamilton Village is divided into two lobes by the embankment of the Pennsylvania Railroad Sixth Street spur.

The housing within the 240-acre residential trapezoid of Hamilton Village is fairly varied. There are a considerable number of three-story brick single-family type homes built towards the middle of the last century. In terms of architectural design and coverage, the proportion of building to rear yard, these are still good. Streets characterized principally by residences of this type (for example, parts of Jersey Avenue) may to this day be classed as desirable.

However, there are many frame row houses on lots too small for proper accommodation, often as little as 12 feet wide. There are also many three- and four-story wooden tenements which are unsafe and poorly designed, as well as four- and five-story brick tenements which, while less of a fire hazard, cover far too much of the lots on which they are built. The over-all population density is the highest in the city, averaging 27 families to the gross acre. In terms of persons per net occupied acre, this figure mounts as high as 300 in some Hamilton blocks -- a degree of congestion equalled only in the centers of a few of the largest

cities of the nation.

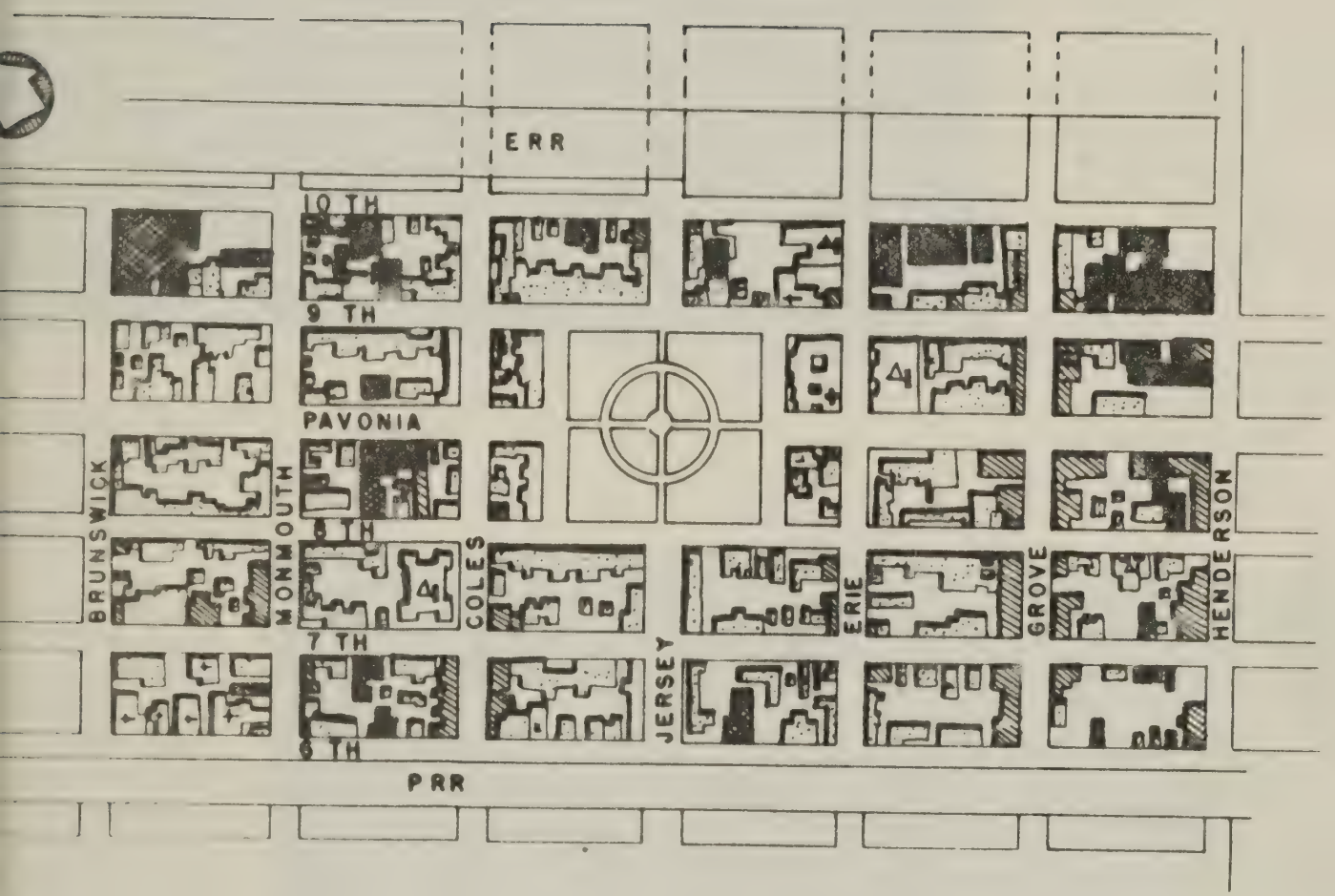
The principal amenity of the neighborhood is five-acre Hamilton Park, which forms a pleasant oasis of green at the intersection of Pavonia and Jersey Avenues and which has done much to preserve the value of the blocks around it. It also provides a setting for several institutions, among them a church and church school, St. Francis Hospital and a branch library.

First imperative for the restoration of residential values in Hamilton Village should be the removal of industrial occupancies of sites within established neighborhood boundaries. This accomplished, buffer strip protection should be set up wherever feasible along frontages facing industrial sections. The line of the Sixth Street railroad embankment should be similarly bordered where it bisects the community. Playlots, sitting parks, garage compounds and other appropriate uses may compose these buffer strips, which will have to be acquired gradually whenever properties again become tax-delinquent along the affected frontages, as they have at times in the past.

Henderson Street, the probable route of the proposed county expressway, requires special treatment. In connection with widening necessary to provide right-of-way for the elevated road, retail and light commercial buildings may be constructed along the new street-level frontage, oriented largely away from the neighborhood and designed with unbroken rear walls forming effective traffic noise barriers. Parking and loading zones should be planned in connection with such structures, so as to further insulate the nearby dwellings.

A new elementary school is proposed for the lobe of the neighborhood south of Sixth Street, to be located in an ample new park bounded by Jersey and Erie Avenues and First and Fourth Streets. This vicinity is in especial need of an adequate breathing space. In addition, the present Ninth Street playfield should be acquired permanently and maintained as an athletic field for the youth of the northern neighborhood lobe and as a screen against the railroad and industrial installations beyond it.

The northern portion might be further served by an elementary school utilizing the existing Ferris High School building, with greatly increased grounds extending in the block southward to a junction with the Sixth Street buffer strip. High school functions might in turn be transferred to the present P.S. #25, which is well located to serve all Downtown, especially on completion of the proposed new



LEGEND

RESIDENTIAL COMMERCIAL INDUSTRIAL

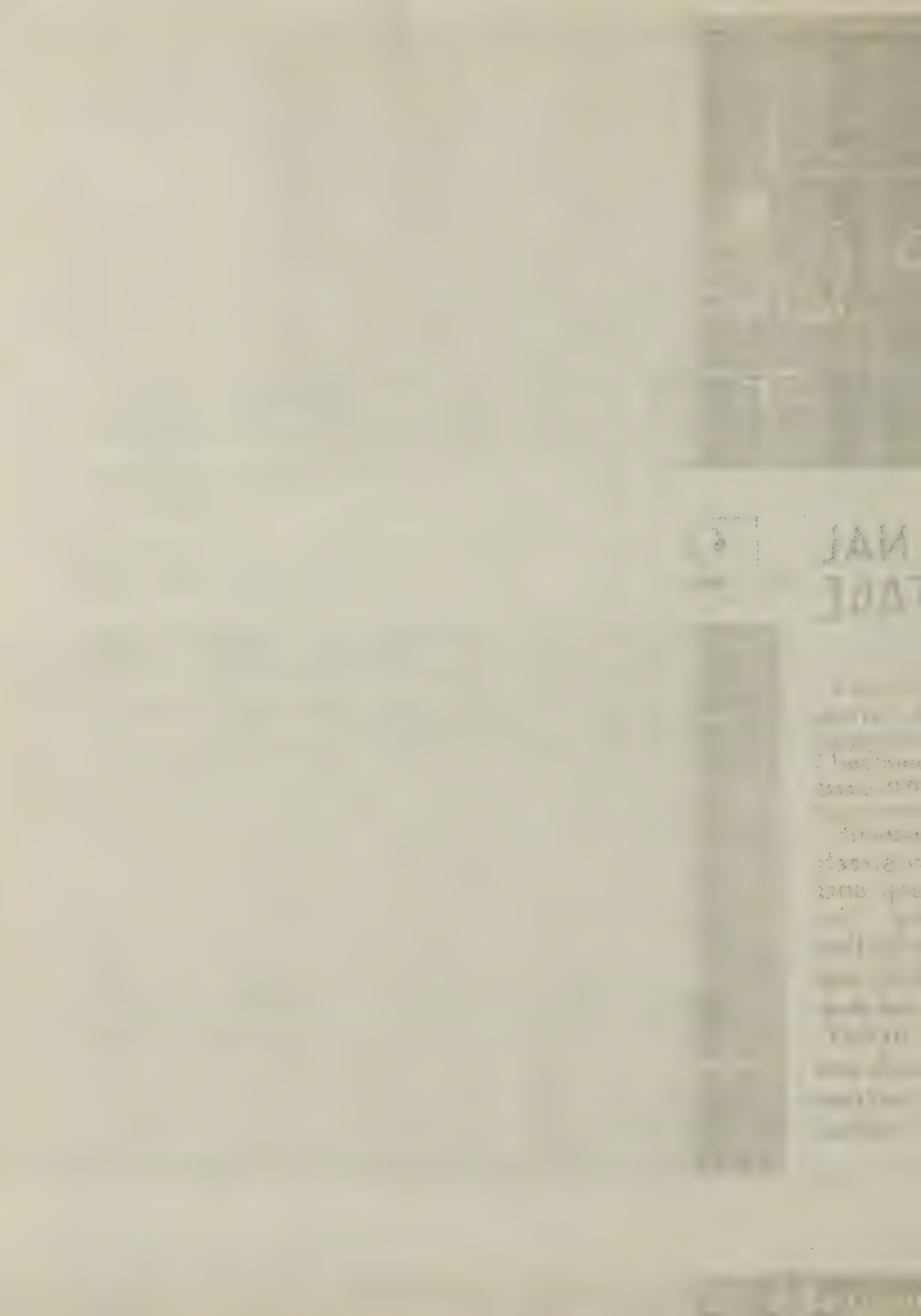
PUBLIC SCHOOLS PRIVATE SCHOOLS †CHURCHES + HOSPITAL

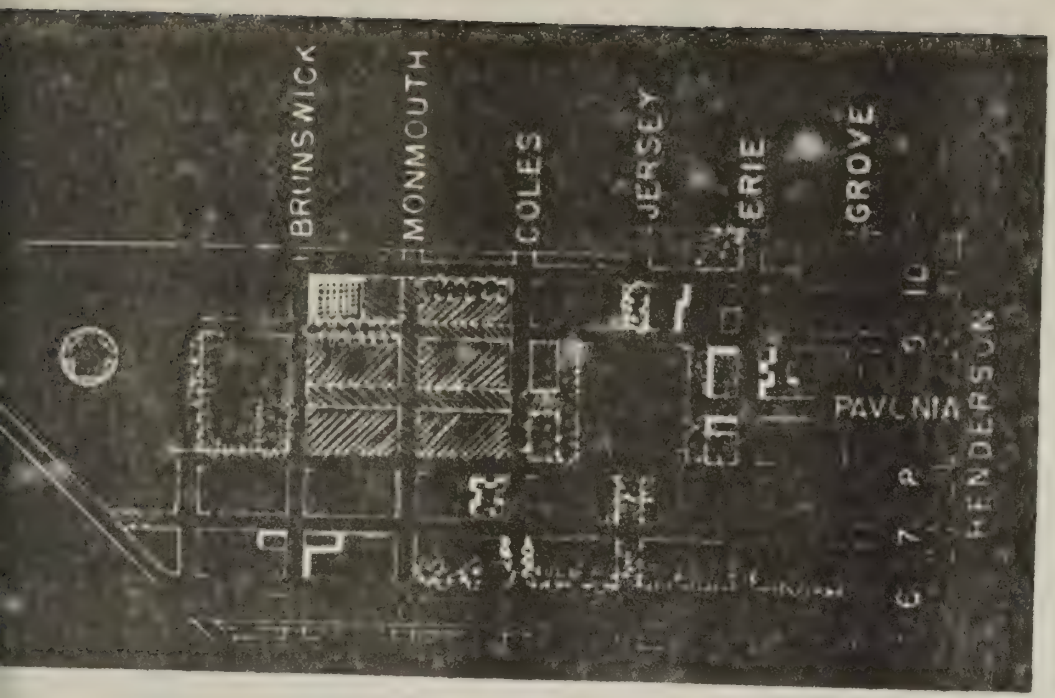
existing land use

THE HAMILTON PARK AREA · JERSEY CITY

CHURCHILL-FULMER ASSOCIATE
CITY PLANNING CONSULTANTS
NEW YORK CITY - NEW YORK

1947



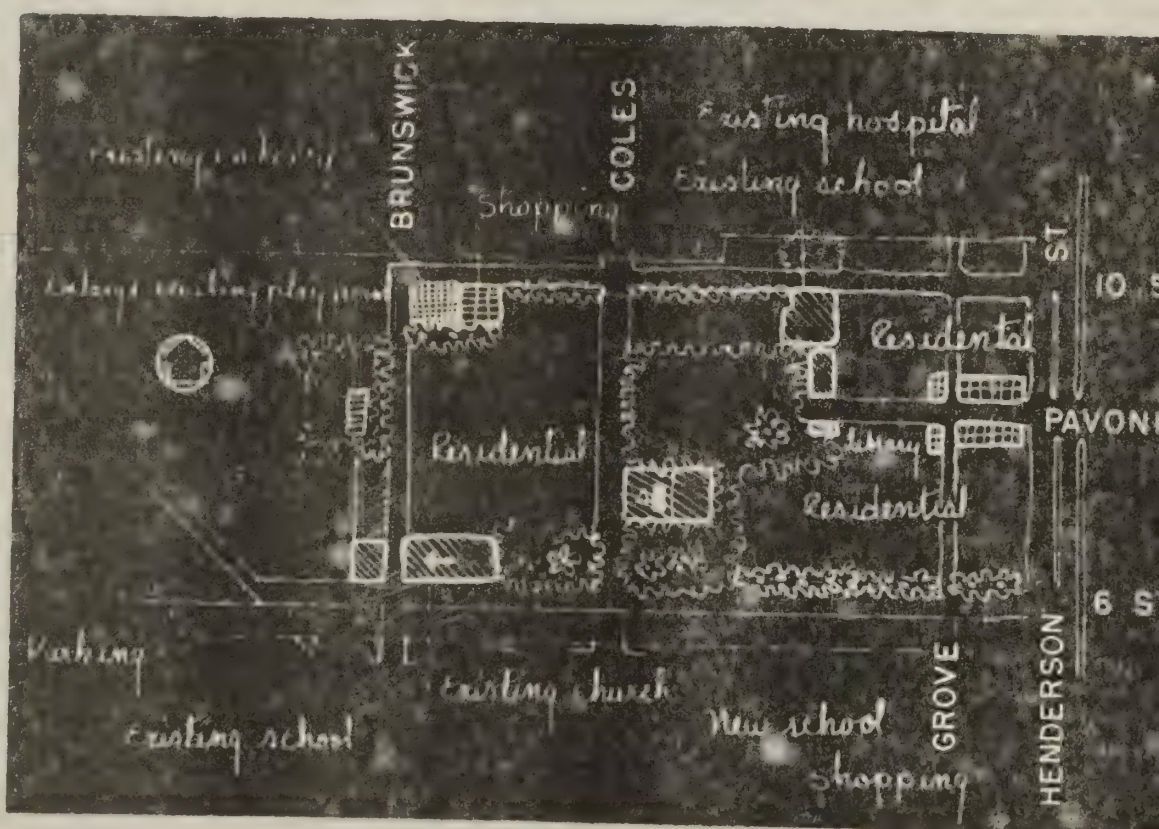


1 FIRST STAGE

1. Eliminate city streets shown cross-hatched.
2. Enlarge the present Hamilton Park and discontinue use of part of Jersey Ave. & 7th st.
3. Establish planted insulation strips along 6th st., a permanent city street.

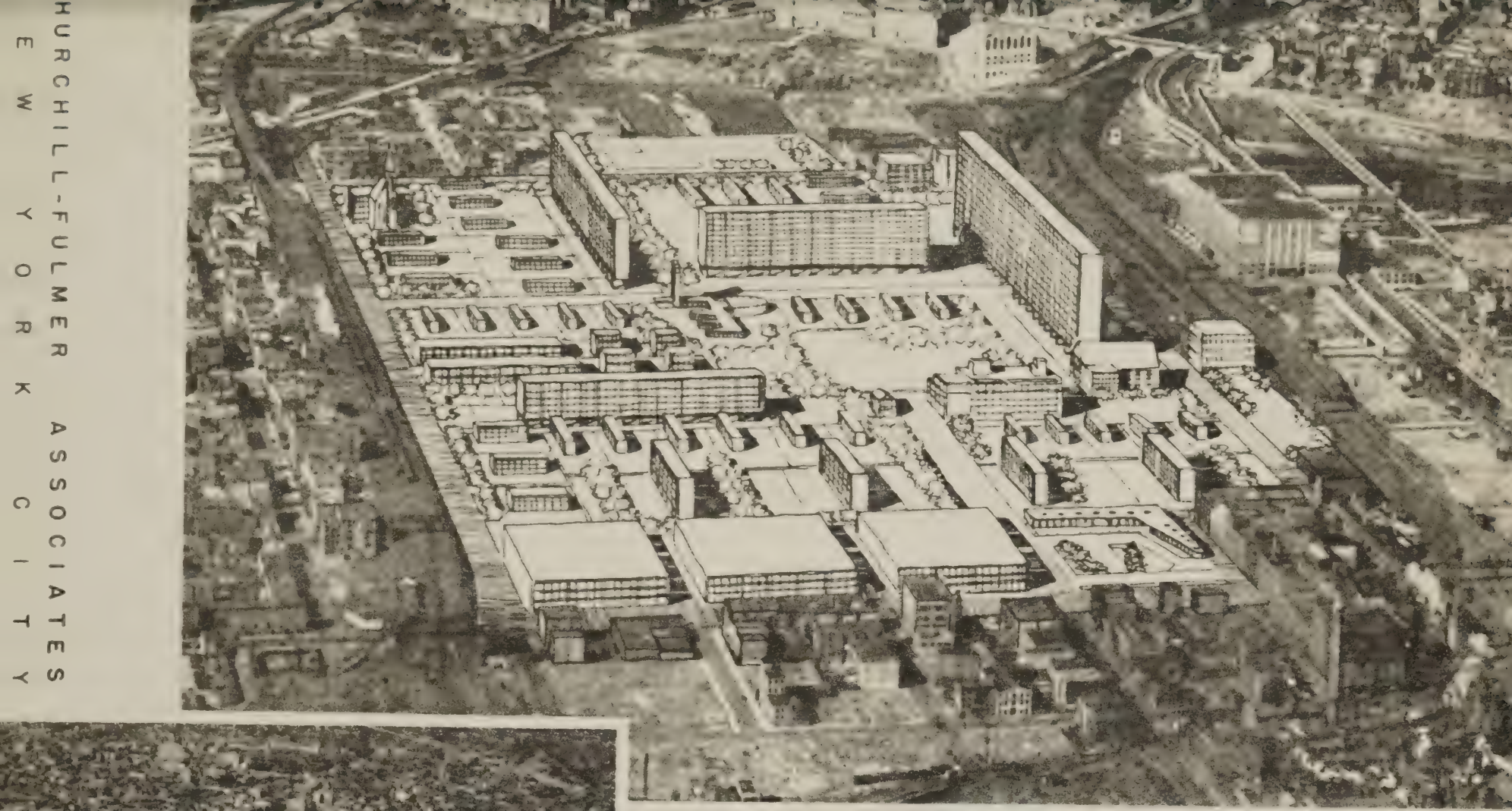
FINAL STAGE 2

Brunswick, Coles, Grove, Henderson, 6th, Pavonia (part) and 10th streets to remain as permanent open streets. Enlarge and develop the Hamilton Park Establish neighborhood shopping areas. Relocate and construct new Public school.



suggested redevelopment areas of

THE HAMILTON PARK AREA, JERSEY CITY





STUDY • SUGGESTED REDEVELOPMENT FOR

A RESIDENTIAL NEIGHBORHOOD

THE HAMILTON PARK AREA

SKIDMORE, OWINGS & MERRILL
CHURCHILL-FULMER ASSOCIATES
NEW YORK CITY

central park occupying the Waldo Yards site.

The latter park would front for several blocks on Hamilton Village along Newark Avenue and should do much to increase the residential value and livability of this community as well as the rest of Downtown.

Although it is not physically within the boundaries of residential Downtown as proposed in this study, the 172-unit Holland Court housing project will be dependent largely on the various municipal facilities in Hamilton Village, including schools. Police control of pedestrian crossing of the heavy traffic arteries which isolate the project will continue to provide the only means of ensuring the safety of school children and others dwelling there. However, in view of the heavy public investment in this project, it is recommended that the block east of it to Grove Street, with the exception of church sites, be acquired as a park and buffer zone. Park strips are also recommended along Jersey Avenue west of the project, and along its 14th Street frontage, where they would also have a beneficial effect on the appearance of the city to the thousands of motorists who pass by daily. A small shopping nucleus might be included here also.

In common with the other old and deteriorated sections of the city, Hamilton Village is oversupplied with stores scattered along most of its blocks to such an extent that vacant and non-retail store building uses are widespread. These have a depressing effect on the residential values. Concentration of future shopping sections along the external frontages of the district is recommended: Newark Avenue, Henderson Street and one block of Ninth Street between Monmouth and Coles Streets. Internal shopping places should be provided only in carefully controlled redevelopment superblocks.

Redevelopment example. Even with all these improvements accomplished, long-range redevelopment will be necessary to replace the extensive substandard tenements and structurally unsound buildings if Hamilton Village is to be restored as a permanently good portion of the city. As an example of a possible pattern for such redevelopment, we shall now briefly outline a scheme for the northern segment of the planning district (see illustration).

Between the first and final stages depicted, there might be an indeterminate number of intermediate ones, depending on the availability of money for redevelopment. Should the area become the site of one large housing project, it is conceivable that the whole operation might be accomplished in one

step. We have based our illustration, however, on the likelihood that the area may be redeveloped piecemeal, a section at a time, with some of the existing dwellings in use right up to the final stage.

Certain general improvements might be carried out at once. Much undesirable through-traffic could be eliminated if 6th and 10th Streets were well paved, 7th Street blocked off at Newark Avenue and Jersey Avenue closed to trucks. Vacant lots and deteriorated buildings fronting on the railroad embankments of 6th and 10th Streets might be acquired as part of the buffer strip system previously discussed.

Though the process of redevelopment might be initiated anywhere in the area, we have indicated the six blocks west of Coles and north of 8th Street as a good starting place. Once brought under a single ownership, this area is large enough to be rebuilt in accordance with the best of modern planning practices, with its own trees and grass and its own auto parking. While the new plan should be able to stand by itself, the section should be so designed that it will also fit properly into all the later stages as the neighborhood is slowly transformed.

The changes brought about in this first stage of reconstruction would have the primary effect of substituting good for bad living quarters in a half dozen blocks, although there would be some beneficial repercussions throughout the rest of the district. The cumulative effect, however, of all the stages leading up to the final one would be to create a real community where now there is none.

The potential population of this re-created neighborhood cannot be precisely determined at present, and decisions would have to be made based on the knowledge gained during the redevelopment process. In general, the need to open up the section to light and air and to provide a pleasant environment would indicate the probability of a somewhat reduced population density. However, some fairly tall apartment buildings might be erected on the stretch of land running between 10th Street and Hamilton Park. Because there is nothing north of this strip except railroads and the Holland Tunnel Plaza, the shadow from tall buildings in this location would not interfere with any other use. Such apartments ought to be designed with all the major rooms on the south, where they would have the benefit of an unobstructed view of the park and unlimited sunlight and air. The north side, which borders on the Erie Railroad, could be reserved for less frequently used service rooms. If the highest buildings

were thus limited in location and there were lower buildings elsewhere, then the domestic scale of the neighborhood, one of its most attractive features when it was in its heyday, could be maintained.

As in the case of the proposed Central Hill residential superblock development, occupants of this type multiple-unit dwelling might be small business and professional families, with a low proportion of children. A high quality of plan and accomodation, as well as convenience to the tube transit facilities, would be of considerable importance for occupants of this type.

In concluding, let us very briefly consider the effect of this redevelopment process from the viewpoint of the city as a whole. We have made it clear that the neighborhood shows many signs of physical decline. By 1946, the sum of two full acres had reverted to the city through tax delinquency foreclosures, and another three and one-half acres were seriously tax delinquent. These represented a substantial fraction of the 38 acres nominally in residential use. A redevelopment process, perhaps along the lines sketched above, would set in motion a powerful factor to reverse this trend. If protected by a vigorously carried out over-all plan, it might indeed result in a cumulative improvement in the conditions of living and a permanent strengthening of the assessable evaluations on which the financial solvency of the city depends.

Van Vorst

This district offers a clear example of an excellent old residential neighborhood which has been fighting a losing battle for several decades with industrial encroachment. An important part of the old "Downtown" section, Van Vorst contains many blocks of brick homes built in the fine architectural style of the middle eighteen-hundreds. In the more protected parts of the neighborhood, as the vicinity of the park, these homes are still used much as they were intended, and the pleasing residential feeling of the streets has been preserved.

However, at practically all its boundaries and at numerous interior points also, the area is being invaded by deteriorating influences and has taken on the typical blight characteristics of high population concentration coupled with dilapidation. Railroad Avenue, along the northern edges, is a melange of low-grade industrial, commercial and near-slum activities beneath the shadow of the railroad

trestle. The western boundary of Van Vorst is set approximately at Merseles Street. Concentrations of warehousing and industry grouped in the western portions and along the old Mill Creek right-of-way have thoroughly unfitted many blocks for residential occupancy. Heavy commercial traffic along Grand Street and northward through Henderson Street has had its effect, while the unscreened area of dumps, coal piles and storage yards extending south of Grand Street into the Big Basin waterfront has contributed to the depreciating influences.

Along with this process of industrial blight has gone tenement-type overbuilding with resulting congestion, such that it is now almost impossible to find within the neighborhood a single block which is not from a third to three-quarters occupied by high-coverage flats taking up the space formerly given over to front and rear yards in the older row houses.

Beside its extensive areas of housing, much of it unfortunately deteriorated in this fashion, Van Vorst contains a number of large churches and denominational institutions which represent a heavy investment. Lastly, of course, it provides the site for the main Library and for the City Hall. It is significant that even the presence of the municipal center has not been effective in halting the encroachment of dilapidation in its immediate vicinity.

Neighborhood stores are scattered in profusion throughout most of the blocks of Van Vorst, but about 50% of these are boarded up or used for storage. In addition there is a concentration of stores, mostly greengrocers, poulterers and other food dealers, in the triangle south of Newark Avenue, bounded by Brunswick and First Streets. Overflow shopping from Newark Avenue extends south on Grove Street for three blocks into the neighborhood towards City Hall, but even this frontage is interrupted by non-store uses.

An unusually vigorous rehabilitation policy will be necessary to restore this neighborhood to economic and social health. The first requisite of such a program is the zoning out of industrial establishments from within the actual community boundaries and their restriction to designated sections, as discussed in WATERFRONT, MANUFACTURING AND HEAVY COMMERCE.

Elimination of the Railroad Avenue viaduct (discussed under TRANSPORTATION) would clear up another serious cause of blight. Redevelopment for storage and parking of the triangle south of the Newark Avenue shopping frontage, from

Brunswick to Erie Streets (as outlined in CENTRAL BUSINESS DISTRICTS) would round out the beneficial effects of the trestle removal.

Open areas are badly needed throughout Van Vorst, and these should be provided at least in every other block in the form of playlots. Beside these, it is recommended that the grounds of the two existing schools, serving the east and west parts of the district, be enlarged. The entire block south of the site of PS #9 (Brunswick and Mercer Streets) might be cleared for a park and additional playground, while the remainder of the block in which PS #3 is located should be converted to landscaped grounds and a play-yard, to form a community center in connection with existing Van Vorst Park and the library building.

The proposal to replace the intermittently-used Waldo railroad yards with a "Central Park" for Jersey City would also exert a strong beneficial effect on Van Vorst (see PARKS AND RECREATION). In addition to acting as a proper setting for the proposed Civic Center at the crest of the hill, such a park would form a fine community focus for all of old Downtown, and would link it effectively with the growing Central Hill section.

Several blocks of low-grade industrial use just south of Mary Benson Park might well be redeveloped in modern multi-story housing, making good use of the new park location. This site is convenient to the proposed new Brunswick Street tube station (see TRANSPORTATION).

In connection with the entire scheme of rehabilitation, PS #25 might be converted into a high school, strategically located to serve all of Downtown, since it would enjoy ample adjoining playfield space in Mary Benson Park and in the proposed park adjoining it.

The irregular blocks fronting on Grand Street from Brunswick to Erie Streets are segments of considerable vacancy and dilapidation. These blocks might well be redeveloped in public or semi-public housing, with a modification of the street pattern to eliminate splinter-blocks and awkward intersections and with a buffer strip along Grand Street to isolate the community from the effects of the industry and heavy commerce of the Big Basin flats.

Shopping on Grand Street is proposed near Brunswick Street, where a modern store center with offstreet parking in the rear would buffer the neighborhood from Grand Street traffic. It might particularly prosper in the event of the

rehabilitation of western Van Vorst. A similar marketing center at the southeast corner of the community, on the corner of Grove and Grand Streets, would perform this function for eastern Van Vorst. Henderson Street, as the probable route of the projected elevated expressway, should be treated much as in Hamilton Village, with a buffer strip of garages and light commercial buildings along its widened western side, sheltering residential Van Vorst from the flow of heavy traffic.

The proposed new tube station at Brunswick Street would capitalize on one of the principal potential assets of this section -- its convenience for commuting -- and should help stimulate a general economic restoration of the district. This effect would be further strengthened by the establishment of a modern bus terminal in the block bounded by Railroad Avenue, Grove, Wayne and Barrow Streets, as discussed in the section on TRANSPORTATION. Such a terminal would justify the creation of a modern shopping block along Wayne Street fronting it. The existing shopping on Grove Street would probably also be benefitted.

Upon realization of the proposed Civic Center in the Central Hill District, the present City Hall building on Grove Street would be released for other uses. One such use might be an adult education and community center for all of Downtown.

The various suggested restorations in the Van Vorst district might reasonably be accompanied by extensive remodeling and rehabilitation by landlords and owners wherever feasible. However, blight has interpenetrated so much of the neighborhood that carefully thought out public demolition and reclamation projects will probably also be necessary in the long run.

As in all neighborhoods bordering on industrial and railroad sectors of the city, effective smoke control would necessarily accompany a genuine restoration of residential living values.

Much as the Holland Court housing project forms an isolated residential island beyond the borders of Hamilton Village, so the remains of the old Paulus Hook neighborhood adjoins Van Vorst to the east. The population here had shrunk to less than fifteen hundred families by the census of 1939, and industrial expansion tends to make the environment increasingly hostile to residential use. It is not now considered economically sound for the city to invest funds in an attempt to reestablish Paulus Hook as a permanent residential community. Maintenance only of existing municipal

facilities is recommended for the present, with eventual relinquishment when the expansion of industry and the emigration of families and of institutions from the district warrants. Should the area demonstrate inherent viability in the future, however, a suitable residential improvement program of its own should be developed for it.

9 1520

DATE DUE

NOT TO BE TAKEN
FROM LIBRARY

Dup N352.9
Chur.

JERSEY CITY FREE PUBLIC LIBRARY
3 7954 9004 3311 6